

UNIVERSITY OF CALGARY

AN INTEGRATED APPROACH TO COMMUNITY TOURISM PLANNING FOR
KASLO, BRITISH COLUMBIA

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

Master of Environmental Design
(Urban and Regional Planning)

FACULTY OF ENVIRONMENTAL DESIGN
CALGARY, ALBERTA

May 22nd, 1992

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ABSTRACT

AN INTEGRATED APPROACH TO COMMUNITY TOURISM PLANNING FOR KASLO, BRITISH COLUMBIA

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Prepared in partial fulfillment of the requirements of the M.E.Des. degree in the
Faculty of Environmental Design,
University of Calgary

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This Master's Degree Project utilizes the concepts and principles of integration in the context of community tourism planning, applying them to an analysis of an existing tourism system's potential for tourism development. The concept of tourism and tourism systems from a planning perspective and the notion of integration as it relates to tourism planning are established as the theoretical foundations for the project. Project specific analysis is employed, leading to the generation of a suggested approach to and process of integrated tourism planning.

The study context is the village of Kaslo in southeastern British Columbia. The study area offers natural, historic, community and cultural resources and exhibits significant potential for tourism development. However, the existing approach to community tourism planning is factionalized, characterized by the pluralistic tourism development goals of the various community-based tourism related interested groups and organizations. Organizational fragmentation has constrained the tourism development process and has prevented the maximization of community-based tourism resources.

The results of the project indicate that the potential for tourism development in Kaslo could be better realized through a process of integrated community tourism planning, whereby cooperative and interactive working linkages between tourism related interest groups are established within an organizational framework specific to tourism planning. The conceptual predisposition requisite to integrated planning and the contextual barriers to integrated tourism planning are also explored.

Key Words: tourism systems, tourism planning, integrated community tourism planning

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Chapter 1

INTRODUCTION

The case study for this Master's Defense Project (MDP) is Kaslo, British Columbia. Kaslo is located on the west shore of Kootenay Lake in southeastern British Columbia. With ample natural, historic, community and cultural resources; the Kaslo area exhibits significant potential for tourism development. However, the existing approach to community tourism planning is factionalized, characterized by the pluralistic tourism development goals of the various community-based tourism related interested groups and organizations. Organizational fragmentation has constrained the tourism development process and has prevented the maximization of community-based tourism resources.

1.1 PROJECT BACKGROUND AND CONTEXT

During the 1880s rich outcroppings of lead and silver were discovered in the area around what is now Kaslo. When the original mineral claims proved successful, a flood of prospectors from across the United States and Canada came to the region seeking their fortunes. The flat land adjacent to the small bay on Kootenay Lake, accessible to both water transportation and mine sites, was considered the prime location for a mining community and the town of Kaslo was established. The community originally consisted of tents housing the prospectors, but as the population increased the town quickly grew and a variety of permanent structures (homes, stores, hotels) were erected to service the expanding population. In 1893, with the population reaching 3,000, the town of Kaslo incorporated and the first mayor and town council were elected. In the fall of 1894, fire incinerated much of Front Street, Kaslo's main street, and damaged half of the community's assets. The spring of 1895, brought floods that destroyed half of the remaining community. The residents of Kaslo persevered, and with true pioneering spirit and a deep sense of community, recovered from the natural disasters and resurrected the town. (Turnbull, 1988)

Over the next century the productivity of lead and silver mines decreased and the population of Kaslo fell to under 1,000. While the twentieth century brought several changes to the residents of Kaslo, many connections to their rich pioneer heritage continue to endure. Today, Kaslo has 65 officially designated historic sites (*Kaslo and Area Visitor Guide*, 1990), including: the Presbyterian Church (1898) and the City Hall (1898), one of Canada's two wooden City Hall's still used for the original purpose. The S.S. Moyie (a sternwheeler that plied Kootenay Lake from 1898 to 1957), permanently dry docked in Kaslo on the shores of Kootenay Lake adjacent to Kaslo beach, is

currently the focus of an extensive restoration project. While there are an abundance of physical reminders of the past in Kaslo, according to many residents, the connection to their history is deeper and more complex. The prevailing attitude within Kaslo is that the strong sense of community and the pioneering spirit that was often demonstrated throughout the community's history, continues to remain today.

Historically, the foundation of Kaslo's economy was natural resource based, primary industry. The depletion of minerals and a decline in the market changed the economic focus in the 1950s, from mining to forestry. While the forestry sector continues to be the primary source of employment, a gradual decrease in employment opportunities within that sector is anticipated with employment stabilization at a figure 10% to 20% below the current (1985) level. (*Economic Development Strategy For Kaslo and District, 1985*) The consequence of the deterioration of resource based industries, accompanied by issues of seasonality in the forest sector, has been a consistently high rate of unemployment in Kaslo, further resulting in a substantial out-migration rate, particularly among the youth.

According to the the Economic Development Strategy for Kaslo and District (1985), which was based on findings from public hearings, meetings with community groups and organizations and direct discussions with over 250 residents in Kaslo and district, the community acknowledges the need for economic diversification and sustainable employment alternatives. Accompanying the community's aspiration toward economic expansion and community development is the desire to select and control any deviation from the status quo. This was illustrated in the Economic Development Strategy (1985), "...economic development means change, but not just any change for the sake of bringing money into the community. One of the most fundamental aspects of promoting economic growth is to determine the type, as well as the rate of change that is appropriate to this area." (*Robert Rensing, Chairman Economic Development Committee, 1985*)

Tourism activity in Kaslo has increased significantly over the last decades and has become the secondary source of employment. (*Economic Development Strategy For Kaslo and District, 1985*) There is a general consensus within the community that the existing historic, natural and human resources exhibit great potential for tourism development initiatives and that tourism development presents an opportunity for economic diversification and needed growth. According to the Economic Development Strategy (1985), which states, "... we must plan now in order to preserve the rich qualities that are unique to our area and the broad variety of lifestyles it includes. We want changes that are compatible with our beautiful environment, and we want quality rather than quantity!".

1.2 PROJECT METHODOLOGY

Formal research activities for this MDP project were undertaken during a ten month period from May, 1990 to March, 1991. However, data and insights gathered during an informal field investigation of the case study area in July, 1989 will be utilized where appropriate. Applied research for this project employed a variety of qualitative and quantitative research techniques.

Initial contact with the case study area was a coincidental result of a camping holiday through southern British Columbia in July, 1989. During a five day period in the Kaslo area, the researcher engaged, first hand, in the Kaslo 'tourist experience'. The tourism potential of the area and the potential for an community tourism planning MDP project was obvious. Informal conversations to gain insight into the community's tourism system and tourism related ambitions were conducted with tourism related stakeholders during the initial field contact.

In the spring of 1990, a list of relevant tourism related contacts for the Kaslo area was generated and an introductory letter, expressing the researcher's interests, was circulated to the identified stakeholders in an effort to rally support for the research project. A series of follow-up phone calls to the identified tourism related stakeholders were made to establish personal contact and schedule future appointments (to be conducted during upcoming field research).

An extensive literature review of tourism related and tourism planning related research material was initiated in the spring of 1990. It is important to note that academic research material relating to tourism, and more specifically tourism planning, is relatively recent and somewhat limited. Traditionally, tourism was considered to be a subset of local, regional or national economic activity and tourism was rarely the focus of academic investigation. (*Murphy, 1986*) Recently, however, as the economic importance of tourism has increased and the potentially negative social, environmental and economic impacts have surfaced; the function and structure of tourism and tourism related systems has received academic credibility and attention. (*Gunn, 1988*)

Field research activities undertaken in the Kaslo area in June and July, 1990 included: participation in a tourism stakeholders workshop pertaining to development of community-based historic resources; personal observation; and, a series of key informant interviews. Observation of the dynamics between the tourism related stakeholders during the 'historic resources workshop' provided initial indication of the fragmented nature of the tourism related organizational system in Kaslo. Key

tourism related informants (who wish to remain anonymous) supported the notion of a factionalized tourism related organizational system.

During field research in July, 1990; a survey of tourists in Kaslo was administered. The objective of the Kaslo Tourist Survey (Appendix B) was to provide the researcher with information relating to tourist motivation, profile and satisfaction. The self report survey involved a series of short answer questions and could be completed in under ten minutes. The surveys were located at four major tourist sites in Kaslo over a six week period in 1990.

Information specific to Kaslo and tourism in Kaslo was collected during field research. Resource materials varied from government documents to private consultants reports (*References*). A review of the Kaslo related information was conducted in the fall of 1990.

Recognizing the need for detailed information regarding the tourism related interest groups organizational structure and approach to tourism planning and development, a self report survey specifically for the tourism related interest groups was generated in the fall of 1990. The Tourism Related Interest Group Self Report Survey, 1991 (Appendix A) was issued by mail to key contacts from each of the interests groups in Kaslo in January, 1991.

The insights, suggestions and conclusions represented in this MDP project are largely an amalgamation of the researcher's understanding of the tourism system and tourism related individuals and organizations in Kaslo and a working knowledge of the conceptual principles of tourism and tourism systems. The nature of the research project, with a significant reliance on qualitative data, demanded subjective analysis on the part of the researcher.

1.3 PROJECT OBJECTIVES

Informal interviews with many of Kaslo's tourism related stakeholders during field research, indicated that the community of Kaslo, and more specifically the tourism related interest groups, possess the common ambition of developing the community's tourism sector. Responding to the expressed interest of the community, the original goal of the research project was to generate a comprehensive tourism development plan for the community based on an assessment of community-based tourism product and market. However, further research indicated that the existing approach to tourism planning and development in Kaslo is fragmented. Tourism related organizations, interest groups and stakeholders characteristically undertake tourism initiatives without benefit of cooperative, multi-sectoral working linkages. The factionalized approach to tourism planning in

Kaslo has prevented the development of comprehensive community tourism goals and objectives and has influenced the existing ad hoc approach to community tourism development.

Because a disparity exists between the generally accepted conceptual goal of community tourism development and a collective community-wide expression of tourism goals to guide the development process, the researcher considered the generation of a comprehensive tourism development plan for Kaslo to be premature. Influenced by tourism planning literature advocating coordinated, multi-sectoral integration between tourism stakeholders as a foundation for community tourism planning and development (*Gunn, 1988; Murphy, 1986; Lang, 1988*) ; establishing an integrated organizational framework and formal community tourism planning process was considered by the research to be essential to the potential success of tourism development in Kaslo. Consequently, the broad goals of this MDP project are: to provide the community of Kaslo, and more specifically, tourism related interest groups and organizations, with evidence of the potential benefits of an integrated approach to community tourism planning; and, to provide an organizational structure and a suggested process for tourism planning based on the principles of integrated community tourism planning.

The specific objectives of the project are as follows:

- Review the role of community tourism system models in the planning process and provide an overview of the "Functioning Tourism System" and "External Factors Influencing Tourism" models. (*Gunn, 1988*)
- Provide an overview and critical analysis of traditional approaches to tourism planning and management.
- Review the concepts of integration in tourism planning and explore the role of integrated tourism planning in promoting tourism initiatives which maintain the integrity of human and natural resources, optimize economic potentials and provide tourist satisfaction.
- Provide a detailed description of Kaslo, British Columbia with a view to elucidating current community-based issues and opportunities.
- Analyze the functioning tourism system in Kaslo, British Columbia.

- Review the external factors influencing tourism development in Kaslo, emphasizing the impact of the existing approach to tourism planning and system of organization and leadership.
- Discuss the constraints the existing approach to community tourism planning imposes on the process of community tourism development.
- Provide a suggested model for integrated tourism planning in Kaslo.
- Review the realistic restrictions to establishing an integrated approach to tourism planning in Kaslo.

Chapter 2

TOURISM FROM A PLANNING PERSPECTIVE

This chapter will provide a general introduction to the aspects of tourism relevant to this project. This will include: a working definition of tourism from a planning perspective; a brief introduction to the role and nature of tourism planning models; an overview of the components and interdependent nature of the "Functioning Tourism System" (Gunn, 1988); and, an assessment of the external factors influencing tourism development.

2.1 DEFINITION OF TOURISM

Providing a definition of 'tourism' or of the 'tourism industry' is difficult. Because the tourism sector involves a highly fragmented compilation of activities, services and industries; opposition has been expressed to the categorization of tourism as a single, identifiable industry. Unlike traditional industries, the tourism sector does not supply a product exclusive to tourism. For example: transportation, accommodation and entertainment facilities may be consumed by both residents and tourists alike. It has been suggested that rather than being an 'industry', the tourism sector is a cross-section of local, regional or national socio-economic activity. (Wahab, 1975; McIntosh, 1977 in Murphy, 1986) The opposing view suggests that like forestry, mining or agriculture, tourism is a resource based industry dependant on the provision of resources to both local and non-local consumers. From this perspective, the "tourism experience" is considered the tourism industry's product and unlike more traditional industries with systems of product distribution, in tourism, the consumer travels to the product. (Murphy, 1986; Chadwick, 1981) While debate exists regarding the accuracy of the term industry when referring to the activities of the tourism sector, for the purposes of this project the term industry will be employed as a general representation of the total tourism system.

There is further controversy in defining what type of travel constitutes 'tourism'. Several different definitions exist, many of which are based on quantitative restrictions (trip distance, duration of stay or purpose of travel). Because tourism planning attempts to consider all facets of the tourism system, a very broad definition of tourism is required. From a planning perspective, tourism and travel are generally considered synonymous, with tourism defined as encompassing all travel, excluding commuting. (Gunn, 1988) For the purposes of this project, the best comprehensive definition of tourism from a planning perspective is that of Mathieson and Wall (1982), stating that:

"Tourism is the temporary movement of people to destinations outside their normal place of work and residence, the activities undertaken during their stay in those destinations, and the facilities created to cater to their needs."

2.2 THE NATURE AND ROLE OF TOURISM PLANNING MODELS

There are many connotations of the term 'model' in reference to planning for the tourism sector. A wide variety of tourism models, specifically designed to facilitate the planning process, have been formulated. While the content and approach of these models vary, when viewed according to nature and purpose, two categories of tourism planning models can be established. "These two fundamental types can be referred to a 'theoretical' versus 'process' models." (Getz, 1986)

In general terms, theoretical models endeavor to "describe or explain some aspect of the functioning of the tourism system." (Getz, 1986) Theoretical models can be divided according to how they represent the total tourism system and their contextual application. Characteristics of subdivisions of theoretical tourism planning models include:

- **Descriptive Models** - identify the elements of the tourism system
- **Explanatory Models** - demonstrate the structure and function of the tourism system
- **Predictive Models** - employ knowledge of causal relationships to forecast future states

Process models identify and demonstrate a specific approach to tourism planning, and can as well be subdivided by individual character, namely:

- **Subjective** - based on "idiosyncratic style."
- **Problem-solving** - represented by the 'traditional, reactive planning approach' involving the determination of goals, formulation of alternatives, selection of the 'best' alternative and implementation.
- **Systems theory** - involving the integration of tourism theory and process.

(Getz, 1986)

2.3 SELECTION AND APPLICATION OF TOURISM PLANNING MODELS

Clearly, a diverse variety of tourism planning models are available, each offering a specific approach to organizing, understanding and predicting the influencing factors and the processes of tourism planning and development. The theory and approach of each of the tourism models can be applied to individual, site specific tourism systems (national, regional, community, development site) to provide a defined organizational structure for evaluation and action. Consequently, selection and contextual application of a specific model must be based on specific need and desired outcome.

In the context of this project, a theoretical foundation for understanding and evaluating the function and structure of tourism and tourism related activities in Kaslo is required prior to the design of a suggested process for integrated community tourism planning. Consequently, an explanatory tourism planning model, identifying the function of and relationship between the components comprising and influencing tourism systems was considered to be the most beneficial. While a variety of explanatory tourism planning models may be suitable, "The Functioning Tourism System Model" (*Gunn, 1988*) was selected.

2.4 THE FUNCTIONING TOURISM SYSTEM MODEL

The diversity and independent nature of the activities, services, attractions and industries (airlines, hotels, promotion, transportation) contributing to the tourism industry "tends to overemphasize the separateness of the structural elements" of tourism. "Important as these elements are, they tend to confuse rather than help in identifying components important to planning." (*Gunn, 1988*) Consequently, in a comprehensive planning context, it is beneficial to employ a model that illustrates and organizes the interdependent touristic components of the total tourism system.

To provide an organizational framework of tourism and a means of assessing the structure and function of tourism systems in a contextual sense, Gunn developed a comprehensive tourism model that represents the interrelated elements and dynamic nature of the "Functioning Tourism System". The "Functioning Tourism System" primarily involves the supply side and the demand side of tourism. Each of the categories (supply and demand) include specific touristic elements, namely:

A/ Supply:

1/ Attractions - The aspects and elements of a tourism area that entice travellers and provide for visitor participation within the tourism destination. Within the functioning tourism system, attractions require identification, planning and management of physical development and programs that provide [for] visitor satisfaction. Attractions may be owned publicly, commercially or by non-profit organizations.

2/ Services and Facilities - Considered by Gunn to be the most important element of tourism in an economic input context. Tourism services and facilities include all activities (except attraction, transportation, information and promotion) that support tourism within a tourism destination. Services are primarily commercial and generally involve first contact businesses used by tourists (hotels, restaurants, entertainment facilities).

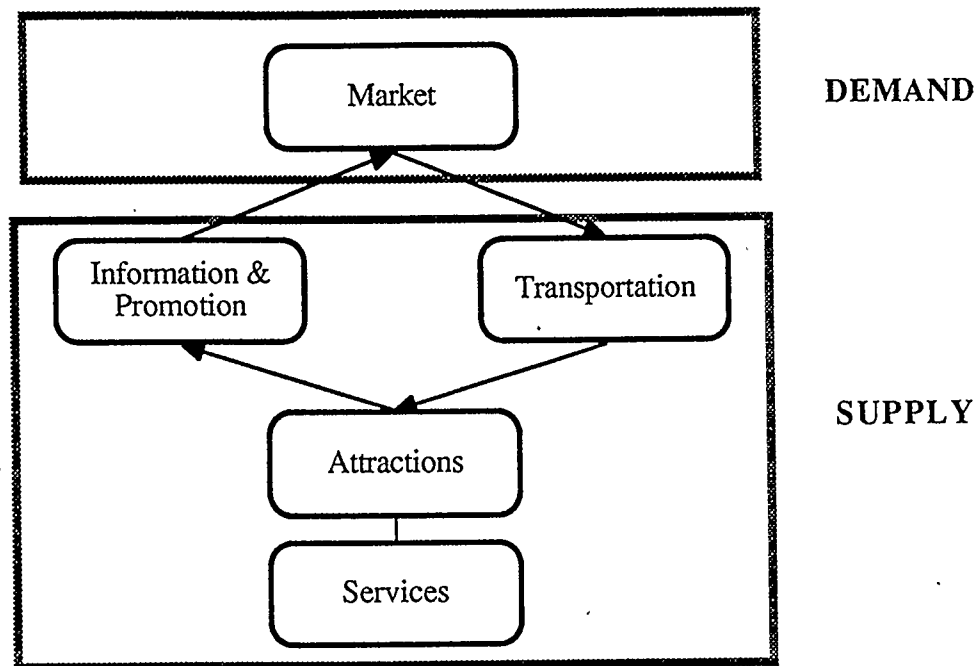
3/ Transportation - The linkages between tourist place of residence and tourism destination. While automobile and air travel are the predominate forms of tourist travel, other modes of transportation (boat, ferry, train, bus, hiking, horseback riding) are frequently critical links in transportation systems.

4/ Information and Promotion - The functions that aid tourists in learning about travel destinations. "People accumulate information and develop values relating to travel experiences that influence their decision to travel and where to travel." (*Gunn, 1988*) While advertisements and promotional campaigns are the most recognized informational references, prospective tourists gather information from a variety of sources, including: past travel experiences and recommendations from friends and family.

B/ Demand:

1/ Markets - The people that choose to travel to a specific tourism destination and access the destination's available tourism product. "Without volumes of people/markets who have both the desire and the ability to travel, tourism cannot develop and thrive." (*Gunn, 1988*) Effective tourism planning must include an assessment of the existing and potential tourism market (demographics, travel preferences, tourism expectations) and an understanding of the relationship between the tourism market and the four supply components.

THE FUNCTIONING TOURISM SYSTEM



(Gunn, 1988)

The "Functioning Tourism System" provides a generalized illustration of the individual function and collective interrelationships of the components of tourism. "The simple model (figure above) has many cross-linkages as well as the dominate flow... The cross-interdependencies are very strong, forming an extremely sensitive and dynamic whole." (Gunn, 1988) Consequently, alterations in a single element can significantly influence all of the others. For example: if a well promoted tourism destination with an abundance of attractions and services had insufficient access to major market sources, the flow of tourist traffic and ultimate success of the tourism destination would be limited - the single transportation component directly influences the overall balance of the tourism system. The synergistic relationships of the tourism components is fundamental to tourism planning; because the interrelated nature of tourism is dynamic, the planning response must as well be dynamic:

"This concept of the tourism system defines the scope of tourism planning and the work of all the actors involved. Tourism planning must include but cannot stop with consideration of the location and development of hotels, motels and restaurants. Tourism planning must include but cannot stop with the development of economically positive inputs to areas and regions. Tourism planning must also include the development of transportation systems for travellers, the needs and interests of tourists, the information/promotion system for travellers, the location and many other factors important to the development of attractions, and finally, how all are integrated into a functioning whole." (Gunn, 1988)

2.5 EXTERNAL FACTORS

In addition to the internal components of the functioning tourism system, the processes of tourism planning, development and operation are influenced by a variety of external factors. Gunn's model included nine external factor that are critical to tourism planning, namely:

1/ Natural Resources - Often a major draw for tourism markets. Consequently, the quality and quantity of natural resources significantly influence both tourism planning and tourism development initiatives. Tourism destinations without these assets or having poor quality natural resources will not be able to support development to meet certain market needs. Key natural resource assets include: climate; topography; vegetation; water resources; and, fish and wildlife.

2/ Historic and Cultural Resources - Both man-made (museums) and locationally specific historic and cultural attractions (historic sites, cultural characteristics) have become enticements for tourism markets. Increased interest in heritage and roots has stimulated the fields of history, anthropology, geography, and archeology. Historic and cultural resources may include attractions such as: historic sites; historic buildings; local lore; unusual technology; crafts; ethnic considerations; archaeological artifacts; and, theme parks.

3/ Competition - Competition within the tourism industry has significantly increased over the last several decades. Because the ability to effectively compete influences the ultimate success of tourism development initiatives, an understanding of the existing tourism product and market competition is critical in the tourism planning process. "...Before an area begins tourism expansion, it must research the competition - what other areas can provide the same opportunities with less cost and with greater ease? Is there evidence that the tourism plant has already saturated a market segment? Certainly, competition is an important factor." (*Gunn, 1988*)

4/ Entrepreneurship - Entrepreneurial spirit provides the dynamic tourism system with creative methods of managing existing tourism development and stimulates the development of new tourism initiatives. "The ability to see an opportunity, to obtain proper location and sites, to engage designers to create physical settings, to gather the human resources needed for operation, and to manage the physical plant and services is important for travel development." (*Gunn, 1988*)

5/ Labor - The local labor capacity of a tourism area can significantly influence tourism development. Well trained, competent tourism personnel are demanded by an increasingly complex and sophisticated travel market. Traditionally, it was believed that untrained personnel could successfully perform a variety of tourism related employment positions. However, current opinion suggests that tourism specific training and retraining programs are essential for the provision of high quality tourism service.

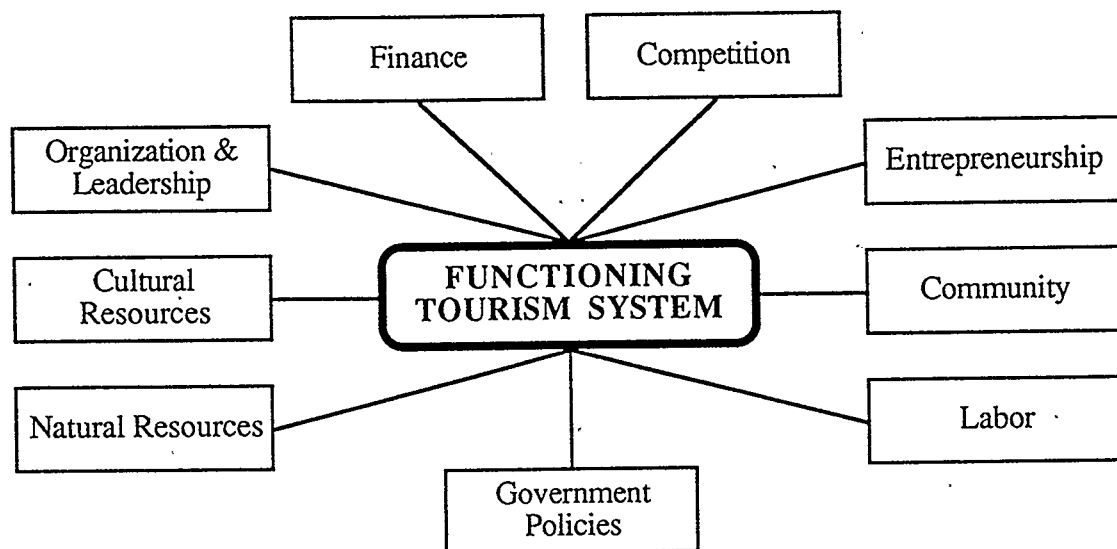
6/ Governmental Policies - The policies of federal, provincial and local governments can either facilitate or stagnate tourism development. Laws, policies and regulations can influence the [scale, scope and location] of tourism development. While the political role varies, characteristically public agencies are responsible for: the provision of infrastructure; protection of natural and cultural resources; international boundary regulation; provision of highways, airports, harbors, parks; and, economic regulation and taxation. Recently, the public sector has attempted to stimulate tourism development initiatives through the provision of educative and funding programs and the sponsorship of public/private tourism development initiatives.

7/ Finance - Capital investment is essential for the development of tourism initiatives. However, because of a perception of financial instability in the tourism industry, obtaining funding for tourism development has traditionally been difficult. "Because so much of the tourism plant is small business and has attracted inexperienced developers, some of this reputation is justified." (*Gunn, 1988*) In recent years, as the potential positive impacts of tourism have been recognized, the stature of tourism has improved, encouraging the public and private sectors and non-profit organizations to actively participate and invest in tourism development initiatives.

8/ Community - Part of the allure of travel involves the discovery of the lifestyle of the residents of the host community. Social exchange between tourist and local is inherent in tourism. However, the invasion of tourists can disrupt the quality of life of the existing community (competition, increased congestion). Consequently, the host community's support and acceptance of the changes brought about by tourism development is critical. Participation at the local level in the processes of tourism planning and development offers the members of the host community the opportunity to understand the potential impacts of tourism and guide development initiatives in an agreeable direction - conserving quality of life and generating a positive tourism experience for resident and tourism alike.

9/ Organization and Leadership - The potential for economic and community development presented by tourism has encouraged the public and private sectors, interest groups and organizations to participate in tourism development initiatives. However, multi-sectorial involvement in the tourism sector has been characterized by the lack of cooperative organization and an absence strong leadership. The individual goals and interests of the actors participating in the tourism development process have supplanted the formation of collective tourism objectives. Consequently, the effectiveness of the tourism planning process has been limited and the lack of coordinated effort, ultimately preventing the development and implementation of comprehensive of tourism development plans.

EXTERNAL FACTORS INFLUENCING THE FUNCTIONING TOURISM SYSTEM



(Gunn, 1988)

2.6 CHAPTER SYNOPSIS

The systematic perspective of tourism development provides planners with an analytical framework for assessing and comparing existing and potential tourism systems. The simple model ensures that the individual function of the specific components and the interdependent nature of the total tourism system are considered equally. "The Functioning Tourism System" model illustrates that fundamental to all tourism systems is the delicate and interactive relationship between product and market or supply and demand. The market determines what tourists want, need and are willing to pay for; providing cues for product development (attractions, services, facilities) and ultimately, tourist satisfaction. Information and transportation systems uniquely link tourist market and tourism product. Critical to the validity of "The Functioning Tourism System" model as a planning tool, is the understanding that tourism systems are dynamic. Fluctuation in a single component directly influences the nature and function of all other elements.

Discussion of the external factors influencing tourism systems suggest that the functioning tourism system is neither isolated nor independent. While nine factors that influence tourism planning and development are identified; externalities are not limited. A variety of known and unknown, fixed and/or variable elements could alter the existing and potential nature of tourism systems. Similar to functioning tourism systems, the influencing external components are interrelated. For example: the level and success of tourism related entrepreneurship may be dependant on conditions such as: availability of funding, community support and/or government policies. Illustration of the externalities influencing tourism systems demonstrates to the planner that tourism systems are larger than tourism specific activities and that to understand and assess tourism from a planning perspective the broad, systematic vision of tourism is essential.

The highly efficient, interactive tourism system is the best possible scenario for effective tourism planning and development initiatives. However, several constraints may impede the function and systematic nature of tourism. Tourism planning may be threatened by, "a narrow and non-integrated view [which is] fostered by misunderstanding the tourism product, by protecting turf, by lacking understanding of dual markets (local and visitor), and by conflicting ideological views... Planning must be directed toward the elimination of these barriers if tourism is to function." (*Gunn, 1988*)

Chapter 3
**AN INTEGRATED APPROACH TO TOURISM
PLANNING AND DEVELOPMENT**

This chapter will examine the concept of integration and discuss the application of the conceptual elements of integration as related to the practice of planning. From this, the limitations of traditional approaches to tourism planning and development will be reviewed and an assessment of an integrated approach to tourism planning will be provided. Finally, the fundamental elements of an integrated approach to community tourism planning and development, as outlined by tourism industry specialists, academics and theorists, will be examined.

3.1 THE NOTION OF INTEGRATION

While the term "integration" is widely used in a variety of circumstances, a single conceptual definition remains elusive. In an abstract, descriptive sense, to integrate means to make whole or complete by adding or bringing parts together; to unify; to end fragmentation and segregation and bring into common and equal membership in a society or an organization. Therefore, the concept of integration evokes ideas of cooperation, equity, synergy and fusion.

The management field provides a valuable example of the application of and characteristic elements involved in the notion of integration. As management organizations with a collective purpose and common goals (governments, corporations) grow and increase in scale and complexity, they characteristically differentiate into specialized units (departments, project teams, focus groups, committees, divisions). To preserve the individual components' ability to achieve common goals and maintain a unified focus, the fragmented parts must be integrated or blended into a cooperative, interactive organizational system. "Integration in this case means the state of collaboration that exists among parts of the organization to achieve unity of effort demanded by its environment". (*Lang, 1988*) The syndication of existing components in the internal environments of management organizations provides unified strength to effectively confront an uncertain, changing external environment. Integration in management and decision making further involves the fusion of new issues and priorities into the established organizational system, and the synthesis of pluralistic values and priorities into a cooperative approach, resulting in coordinated action. Integrated action implies, "accomplishing several things at once, getting a number of uses out of something at the same time,

taking diverse factors into account and making a new 'whole' more complete by incorporating new parts." (*Lang, 1988*)

3.2 THE NOTION OF DEVELOPMENT

Because the term development, like integration, is at once both familiar and mysterious, a conceptual definition of 'development' is necessary to achieve a common understanding of integrated tourism planning.

Development is generically considered to be the creation of built form. However, when considered in a broader context, the notion of development is more complicated and elaborate. "Fundamentally, 'development' suggests a form of evolution to a more advanced and complex state." (*Lang, 1988*) Because development involves a metamorphosis in the complexity of systems, it characteristically manifests itself in stages, each with new options and alternatives. With stages of progression and advancement, the notions of integration and development become interactive. A highly developed system often becomes segmented, yet through integration is able to establish cooperative linkages without forfeiting individual character and distinctiveness, ultimately creating a revised whole. Consequently, development is not merely a product or an end, but a process or a means of progressive evolution. "Development is a capacity, defined by what individuals and collectives can do with what they have to improve the quality of their lives." (*Lang, 1988*)

3.3 INTEGRATION AND THE PLANNING PRACTICE

Planning practice attempts to represent the common good and achieve human betterment, creating a preferred future by mitigating negative externalities, through conscious intervention or action. Planning is involved with the management and anticipation of change and attempts to provide solutions for existing and potential problems incurred during development. (*Hodge, 1986*)

Traditionally, planning practice stressed a process involving rational, (what was seen to be) value-free decision making and a technocratic approach. Planning was predominantly reactive, emphasizing physical planning issues like land use and aesthetic appearances. Plans were characteristically developed by objective external experts and were based on a process involving: an analysis of the current situation; goal formulation; identification of alternatives; prediction of consequences; and, selection of the 'best' alternative. This process, although considered

comprehensive, presupposed several factors that often did not exist: professional expertise; agreement on and singular objectives; rationality; a certain future; sufficient human and financial resources to plan; known alternatives; and, extensive centralized control.

Because the traditional approach to planning was based on the previously mentioned presuppositions, it often lacked the legitimacy to enlist the political support and commitment required for implementation. Development goals are rarely singular, readily defined or agreed upon. If goals are ambiguous, developing a realistic action strategy for goal achievement becomes impossible. When change is not anticipated and problems are ill-defined through lack of information, and there is an insufficient amount of time and money to determine all possible consequences and alternatives, professional expertise and rationality in the decision making process cannot be ensured.

Those involved with organized decision making and problem solving (planners, management, organizations, government) must constantly address complicated, multi-dimensional circumstances and obstacles. Consequently, "integration is demanded by the necessity to derive maximum benefits from scarce resources and limited funds, to respond appropriately to the diversity of demands and to achieve shared perspectives from which agreement and necessary joint action may result." (*Lang, 1988*) Integration provides a means or philosophical framework for confronting, organizing, coordinating and planning for the know and unknown complexities of organizational systems.

Recently, the planning practice has begun to embrace a broader approach to problem solving and the management of change by incorporating the conceptual principles of integration. Planning is being viewed as a multidisciplinary activity whereby, "social, economic, political, psychological, [environmental], anthropological and technological factors [are integrated]". (*Gunn, 1988*) The technocratic, reactive planning tradition is evolving toward proactive coordination and amalgamation of public and professional activities. Planning is progressing from an elitist, "top down" endeavor to a "bottom-up" interactive pursuit whereby planners mobilize support and encourage multi-sectoral participation and cooperation. The normative, value-based dimensions of the planning practice are receiving recognition and the values and aspirations of both those effecting and affecting change are being incorporated into the initial stages of the planning process. The progressive planning professional is acting as a value committed facilitator, encouraging the collective determination of development goals and objectives, the expression of individual and group issues and the development of a unified approach to problem resolution, and strategies for coordinated action and implementation. Essentially, planning practice is recognizing the need for and the value of integration in the planning process, expressed by Lang (1988) as, "tak[ing] a broader view, tak[ing] more factors into account in the planning process and the decision equation, try[ing] to satisfy a

wider range of needs and values, and do[ing] all this in a way that works - that produces needed action, not just plans." The practice of planning is becoming a continuous, participatory process, emphasizing coordination and linkages. Progressive planning incorporates long term vision and flexibility into the management of change, solving existing and potential problems of development, ultimately executing an improved future. (*Bryson & Einsweiler, 1988; Forrester, 1989*)

3.4 TRADITIONAL APPROACHES TO TOURISM DEVELOPMENT

Encouraged by the potential for economic and community development presented by tourism, a variety of interest groups (public and private sectors, and non-profit community based organizations) have assumed individual roles in the tourism development process.

While individual political variances exist, public sector organizations in the Canadian context, have a long standing involvement in the tourism industry. Traditionally, political involvement in tourism development has been external, reflecting a hierarchical, top down administrative philosophy. Tourism policy characteristically emphasized the economic and regulatory aspects of tourism, determining such elements as: the provision of basic tourism infrastructure; the proportion of tourist tax; the balance and level of domestic tourism development; and, criterion for international border crossings. More recently, the role of the public sector has expanded to include the stimulation of domestic tourism development through grants; private/public sector development partnerships; tax benefits and incentive programmes; and enhancement of the tourism markets through tourism research funding and the generation of federally or regionally based tourism promotion. (*Gunn, 1988; Murphy, 1986*)

Individual tourism product development (tourism attractions, facilities and services) has characteristically been dominated by the private sector. Because private sector activity in the larger context of the 'tourism' industry represents the interests of a variety of established individual industries (hospitality, transportation, accommodation), with profitability as the primary objective, fragmentation and competition has been inherent. The notion of development in the private sector has been characterized by the creation of site and functionally specific tourism product. Consequently, the private sector approach to tourism planning and management has characteristically been isolated and exclusionary, with little consideration of, or provision for the interrelated nature of the tourism system. (*Mittenstaedt, Rosenburg & Cosgrove, 1988*)

Non-governmental organizations (NGOs) or non-profit community-based organizations participation in the tourism sector has been a recent phenomena. "Many health, religious, recreation, historic, ethnic, archaeological and youth organizations are capable of developing lands and carrying on programs that are valuable to tourism." (*Gunn, 1988*) Characteristically, the 'third sector' organizations' notion of development has not been limited to the pursuit of economic growth and an increase in physical form, but has extended to embrace the concepts of community enhancement and empowerment, and the execution of an improved quality of life. While tourism has been recognized by many tourism related community based NGOs as a vehicle for facilitating sustainable community development, often the specific interest (historic preservation, community commerce) of individual organizations has superseded recognition of the interrelationships of overall, cooperative community tourism development. The result has been conflicting development goals, community fragmentation and duplication of effort.

Multi-sectoral participation in the tourism industry has increased both the scale and complexity of development. Public, private and non-governmental organizations' philosophies of and approaches to tourism development are diverse, manifesting pluralistic, often conflicting, development goals and objectives. Consequently, the tourism industry has been characterized by fragmented and disjointed organization and leadership. The lack of collaborative effort, insufficient interactive cooperation and absence of a unified focus among tourism related interest groups has reduced the overall organizational strength required to effectively manage demanding and variable externalities.

3.5 INTEGRATION AND COMMUNITY TOURISM PLANNING AND DEVELOPMENT

In many Canadian communities, tourism has been viewed as a catalyst for encouraging community development, economic diversification and an enhanced quality of life. However, because the tourism industry is fragmented, shaped by the goals and values of a variety of sectors, interest groups and individuals, tourism development goals characteristically have not accurately represented the collective ambitions of host communities. As a result, community tourism development initiatives often did not fulfil the preconceived and promised expectations of participating communities. (*Murphy, 1986*) Consequently, in an attempt to achieve community development through tourism and satisfy the needs and expectations of the community; the traditional fragmented approach or process of community tourism development must be revised.

Tourism development involves a multi-dimensional composite of industries, services and activities; each with different priorities, development directions and rates of growth. The amalgam of tourism

related activities and interest groups can be viewed as a complex organizational system involved in the process of tourism development. Like other organizational systems (corporations, governments) confronted with issues of growth and development, and the management of change, community tourism development initiatives could benefit by employing the principles of integration in the tourism planning process.

An integrated approach to community tourism planning and development is not a model or methodology, but rather, a philosophical framework of organizational management. Through integration, key actors and interest groups involved in community tourism development initiatives have the opportunity to synthesize the pluralistic goals and priorities characteristic to traditional, fragmented tourism systems. A cooperative environment resulting from a collaborative organizational system would then foster internal organizational strength and facilitate the development of a unified focus and coordinated action.

In the case of tourism, a series of other issues (community enhancement, unemployment, economic diversification and environmental degradation) may be linked to the broad, collective goal of community tourism development. The call to integrated development planning rises from a recognition of "meta-problems" (*Lang, 1988*), a realization among interest groups that the multiple problems being confronted are too complex to overcome in isolation. Collaboration among interest groups begins with the recognition of mutual interests and the acknowledgement that no single group is solely responsible for multiple complexities.

"Integrated development planning must facilitate interacting with stakeholders in the search for relevant information, shared values, consensus and, ultimately, courses of action that are both feasible and acceptable." (*Lang, 1988*) With an integrated approach to community tourism development, the collaborative planning process incorporates the principles of social learning (*Friedmann, 1988*) whereby the exchange of individual goals and values foster mutual awareness, cooperation and the discovery of commonalities. The process of integrated development planning provides interest groups with a mechanism for interaction and initiates an organizational framework. A defined organizational system for integrated development planning, "establishes and clarifies ground rules for transactions among stakeholders, promotes networking, facilitates bargaining and negotiation, undertakes conflict resolution and encourages social expansion and learning" (*Lang, 1988*); from which cooperative goals are determined and mutually beneficial strategies for goal achievement are identified.

3.6 SUGGESTIONS FOR INTEGRATIVE TOURISM PLANNING AND DEVELOPMENT

Acknowledging the shortcomings of traditional, fragmented approaches to tourism development, tourism industry specialist and academics have recognized the potential collective benefits of multi-sectoral, integrated planning and development. In response, a variety of tourism development recommendations that employ the principles of integration have been formulated, brief examples of which are reviewed as follows:

Dr. Clare Gunn (1988) suggests that within the tourism industry little attention has been given to the significance of the interrelated components of the the total organizational tourism system. Traditionally myopic and isolated tourism projects at site specific scales have overemphasized the separateness of touristic elements, have not satisfied increasingly complex tourist demands and have failed to optimize tourism resources. Recognizing the roles and responsibilities of touristic components and the interrelated nature of the tourism industry promotes the development of strategies that foster mutually beneficial relationships. Gunn recommends a broader, developmental scale with unified goals that emphasize three fundamental objectives of tourism development, namely: the satisfaction of visitors; conservation of resources; and, maximization of economic potential.

Dr. Claude Moulin (1987) suggests that by employing tourism development strategies that demonstrate a comprehensive and well monitored approach, several benefits could be realized by individual communities, including: revitalization; the addition of complimentary economic activities; and, conservation of local cultural and natural resources. Moulin suggests that the success of tourism development initiatives is enhanced by an understanding of the complex elements contributing to tourism systems. According to Moulin, tourism development initiatives must begin with the involvement and support of all tourism related interest groups and host communities; achieved through interactive participation and cooperation. Tourism development plans, according to Moulin, must include a clearly defined, common vision with specific goals and objectives formulated from extensive assessments of the relationship between tourist trends and local tourism resources. Moulin believes that understanding, acceptance and full cooperation from all related sectors promotes the conservation of environmental integrity and the maintenance of social and cultural values in host communities.

Paul Braden and Louise Wiener (1987) advocate integrated community tourism development initiatives from an economic development perspective. They suggest that traditional community economic development strategies must be broadened to include the "development activities of travel,

tourism and cultural resources". According to Braden and Weiner, to capitalize on tourism as a means of community economic development, the identification of tourism related activities that influence local and regional economic processes and an examination of the interaction between contributing organizations and individuals is necessary. Braden and Wiener further suggest that the development of comprehensive local and regional tourism policies will be enhanced with open dialogue between public and private sectors and host communities.

Jost Kippendorf (1982) believes that a shift in approach toward integrated tourism development must include a revision in political decision makers conception of tourism and a subsequent change in tourism policy. Improved political awareness combined with pressure from tourism consumers and inhabitants of host communities will encourage development of new, enlightened tourism policies. Kippendorf suggests that the primary concentration of revised tourism policies should not be limited to the economic and administrative aspects of tourism. Instead, enlightened tourism policies should have a broad, comprehensive perspective that emphasizes the growing demand for natural resource preservation and considers the potential impacts of tourism on host communities. The recommendations, restrictions and regulations of sensitive, integrated policies would ultimately provide a framework from which specific tourism initiatives could be based.

Collectively, these recommendations identify several of the fundamental principles that contribute to the notion of integration within a community tourism development context, namely:

- coordinated interaction between public and private sectors, tourism related interest groups and host communities promotes unity, coordinated efforts, and unified developmental goals and objectives
- tourism development goals representing collective community aspirations facilitate the maintenance of human and natural resource integrity, encourage the provision of tourist satisfaction, and foster positive economic consequences
- political support through tourism policy sensitive to local socio-cultural and environmental resources facilitates comprehensive, complimentary development decisions and provides structure for individual tourism development strategies
- a comprehensive approach to tourism development is derived from an understanding of the linkages and interrelationships among tourism components

3.7 CHAPTER SYNOPSIS

The tourism industry and tourism systems are comprised of and influenced by a series of known and unknown factors. The processes of tourism planning, development and operation are shaped by the diverse values and priorities of a variety of sectors, interest groups and individuals. Consequently, the scope and inherent nature of tourism is broad and complex. The multiplicity and complexity of tourism has fostered fragmentation in tourism related organizational systems; whereby the goals and specific interests of the individual stakeholders have superseded recognition of the interdependent nature of tourism. The overall result has been segmented planning endeavors and tourism development initiatives characterized by pluralistic, often conflicting, goals. This traditional, self-interested approach to tourism has failed to provide the internal organizational strength required to optimize tourism opportunities and manage the externalities presented by tourism development.

Alternatively, an integrated approach to tourism planning and development promotes the cooperative interaction between the actors initiating action and those effected by the outcome. Integration facilitates the mutual recognition of individual roles and responsibilities, and the interrelated nature of tourism. By establishing integrated organizational systems for community tourism planning, "functional parts [are blended] in ways that protect their individual integrity and also complement one another." (*Gunn, 1988*) Integration in the tourism planning process is derived from the mutual realization that the complexities of tourism are too difficult to overcome in isolation. By employing the conceptual principles of integration and engaging in an interactive process incorporating, "information feedback, consultation, collaboration, and negotiation" (*Lang, 1988*); the mutual interests of the key actors in the tourism development process are recognized, collective goals are identified and collaborative strategies for action are established.

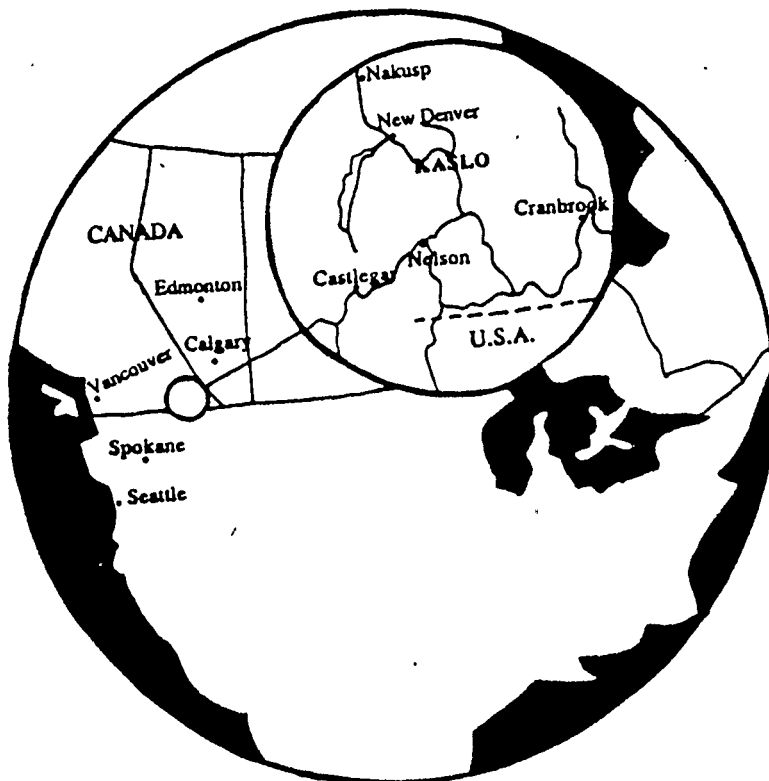
INTRODUCTION TO THE CASE STUDY - KASLO, BRITISH COLUMBIA

The community of Kaslo, British Columbia, is endowed with an impressive variety of natural, historic, cultural and community resources. This chapter will provide a community profile of Kaslo including: relevant socio-economic issues and concerns; and, an overview of Kaslo's existing natural, cultural and historic resources.

4.1 GEOGRAPHIC LOCATION

The village of Kaslo is located in the northwest section of the Regional District of Central Kootenay in southeastern British Columbia. Kaslo is situated between the Selkirk and Purcell mountain ranges at the mouth of Kaslo Creek on the southwest shore of Kootenay Lake. In a northwestern regional context, Kaslo is located 650 kilometers west of Calgary, Alberta; 720 kilometers east of Vancouver, British Columbia; and, 340 kilometers northwest of Spokane, Washington. The most notable urban center in proximity to Kaslo is Nelson, British Columbia; located 40 kilometers southeast.

KASLO, B.C. - REGIONAL CONTEXT



4.2 COMMUNITY PROFILE

The discovery of rich outcroppings of silver and lead during the 1880s attracted many prospectors to the area surrounding what is now the village of Kaslo. Because of its accessibility to both water transportation and mine sites, the flat land adjacent to the small bay on Kootenay Lake was considered the prime location for a mining community and the town of Kaslo was established. Since its incorporation in 1893, Kaslo has experienced cycles of both population and economic growth, recession and recovery - a cycle common to many resource dependant communities. (*Turnbull, 1988; Economic Development Strategy For Kaslo and District, 1985*)

4.2.1 Population

At the time of incorporation in 1893, the village of Kaslo benefitted from the local mining boom and its population reached an all time high of 3,000 permanent residents. However, prosperity and the cycle of growth was short lived, and as the productivity of mine sites began to decline, the population of Kaslo rapidly decreased and fell to under 1,000 in the latter months of 1893. Over the next century, Kaslo's population continued to experienced moderate cycles of recession and recovery. The 1989, population of Kaslo was assessed at 858 persons. Kaslo has experienced a slight increase in population over the past few decades with the population rising 14.4%, from 750 to 858 persons, between 1971 and 1989. (*Electoral Area 'D' • Kaslo Regional Development Assessment, 1986*)

Population composition statistics specific to Kaslo are unavailable; however, population composition statistics for Kaslo and Electoral Area 'D' provide a relatively accurate illustration of the demography of the community. All figures are based on 1981 Statistics Canada data. The pre-school (1 - 4 years) population of the Kaslo area in 1981, totalled 9.9%; compared to 7.2% pre-school population in British Columbia. The proportion of the Kaslo area population that was school-aged (5 - 19 years) in 1981, was 22%; compared to a total school-aged population in British Columbia of 24.4%. the percentage of the population in Kaslo and area that was work-age (20 - 64 years) in 1981, was 55.4%, compared to the 59% work-age residents in British Columbia. The elderly age group (over 65 years) in Kaslo and area accounted for 11.9% of the population; compared to the British Columbia elderly population at 12.7%. (*Census Canada, 1981*)

4.2.2 Employment

Resource based industries have been the foundation of Kaslo's economy and the primary employment generator throughout the last century. From the turn of the century until the 1950s the foundation of Kaslo's economy was mining. However, depletion of mineral resources and market decline during the 1950s decreased the economic viability of mining and the focus of Kaslo's economy changed to forestry and forestry based goods production. While the forestry sector continues to be the primary source of employment, a gradual decrease in employment opportunities within that sector is anticipated with employment stabilization at a figure 10% to 20% below the current (1985) level. (*Economic Development Strategy For Kaslo and District, 1985*)

According to the The Economic Development Strategy for Kaslo (1985), tourism activity in Kaslo has increased significantly over the last few decades and as a consequence, the tourism sector has become the Kaslo area's secondary source of employment. Because tourism related industries and services may be consumed by both locals and non-locals, determining the employment growth rate directly attributable to expansion of the tourism sector is difficult. However, a 9.2% increase in employment realized by the service sector during the 1970s, with 56.1% of Kaslo's employment based in service industries by 1981; may provide partial evidence of the positive economic potentials of tourism. While expansion of Kaslo's tourism and service sector during the 1970s and 1980s, has been documented; the community falls well short of the provincial expansion rate; with 80% of all new jobs in British Columbia in the past 20 years having been created in the service and tourism sectors. (*Electoral Area 'D' • Kaslo Regional Development Assessment, 1986*)

Employment rates began to fall significantly after 1981, influenced by the decline in the forestry and manufacturing sectors, and continued to decline throughout the decade. For example: in October, 1983, the total number of unemployment claims in Kaslo and Area 'D' was 120, with claims expanding to 243 by December, 1983. The consequence of the deterioration of resource based industries, accompanied by issues of seasonality in the forest sector, has been a consistently high rate of unemployment in Kaslo, further resulting in a substantial out-migration rate, particularly among the youth. (*Electoral Area 'D' • Kaslo Regional Development Assessment, 1986*)

4.2.3 Community Facilities and Services

The village of Kaslo offers the community a wide variety of institutional, recreational and consumer facilities and services.

Health needs in Kaslo are serviced by the Victorian Hospital; a facility with 6 patient rooms accommodating 10 beds, laboratory and emergency treatment room. Emergency Health Services provide the community with ambulance service. The village has a resident doctor and dentist with regular access to an optometrist, physiotherapist and naturopath. Community Health requirements, including: health nursing services, preschool and school programs, long-term care, home care, homemaking services, and environmental inspection services are provided by the Central Kootenay Health Unit with offices in nearby Nelson.

Fire protection is provided by a volunteer fire brigade, servicing an area within a five mile radius of Kaslo. Police protection is supplied by the R.C.M.P., with three full time officers currently stationed in Kaslo.

Educational facilities in Kaslo include the Kaslo Elementary and Secondary School, accommodating kindergarten through Grade 12, and employing 20 full time teachers. The Kaslo Daycare Society, located adjacent to the New Adventure Playground, services the needs of working parents of preschool aged children.

Kaslo has a full range of municipal services and infrastructure including: public waterworks and utilities, landfill facilities, street lighting, garbage collection and snow removal services. Currently, sewage disposal in Kaslo is accommodated through septic systems which have reached capacity levels limiting physical expansion potentials, particularly in the downtown district. Consequently, the village council, supported by the community at large, is currently researching the potential for and viability of a sanitary sewage treatment facility for the community of Kaslo.

Recreational facilities in Kaslo and the surrounding area involve a variety of parks, trails and built structures. Official Provincial Parks in proximity include: the Bugaboo Alpine Recreational Area, approximately one hour north of Kaslo; Fry Creek Canyon Recreation Area, on the east side of Kootenay Lake; the Purcell Wilderness Conservancy, an expansive natural area north and northeast of Kaslo; Lardeau Provincial Park, north of Kaslo; and, Kokanee Glacier Park, about thirty km. southeast of Kaslo. The Ministry of Forests and the Provincial Parks Branch have identified twenty one existing trails in the Kaslo area, which together total 170 kilometers. Kaslo's built community recreational facilities include the Kaslo Ice Arena and The Scout Hall, a spacious two storey log structure suitable for community gathering and public assemblies.

The extensive consumer services within Kaslo amply supplying the local and surrounding community with a variety of goods and services. Examples of basic community goods and services

include: grocers; convenience and video rental stores; butchers; a bakery; two banks and a variety of financial services; clothing stores; furniture and appliances sales and services; accountants, lawyers and office services; insurance and real estate agents; auto repairs; general contractors, plumbers, electricians and carpenters; photographers; and, gift, craft and souvenir shops.

4.3 NATURAL RESOURCES

The community of Kaslo and surrounding area is rich with pristine mountains; lush forests and natural vegetation; an abundance of wildlife; several lakes, creeks and rivers creating spectacular scenery and ample recreational opportunities.

4.3.1 Physical Features

Kaslo is situated within the rugged Columbia Mountains, comprised of the Purcell, Selkirk and Monashee mountain ranges. The community is bounded to the west by the Selkirk range and to the east by the Purcell range. Elevations in the region vary dramatically from a low of 545 meters at the surface of Kootenay Lake to a high of 3,247 meters at the peak of Beaver Mountain in the Selkirks. Because the extremely rugged mountains surrounding Kaslo are reminiscent of the terrain of Switzerland, the community has been fondly called 'the Lucerne of North America'.

4.3.2 Climate

The Selkirk and Purcell mountain ranges have a significant impact on the climatic conditions in the region with precipitation increasing in relation to increased elevation. Kaslo, situated in the valley between the Selkirk and Purcells on the shore of Kootenay Lake, receives a mean annual rainfall of 54.7 cm and a mean annual snowfall of 227.3 cm. By comparison, Kelowna, located in the Okanagan Valley, receives a mean annual rainfall of 21.6 cm and a mean annual snowfall of 88.6 cm.

The temperature in Kaslo is moderated by its proximity to Kootenay Lake. Summer temperatures in Kaslo are warm with a mean daily temperature in July of 18.1 degrees C. with extreme highs reaching 37.8 degrees C. Winter temperatures in Kaslo are moderate with a mean daily temperature in January of -3.7 degrees C. with extreme lows reaching -31.1 degrees C. The community of Kaslo averages 201 frost free days annually. (*Electoral Area 'D' • Kaslo Regional Development Assessment, 1986*)

4.3.3 Vegetation

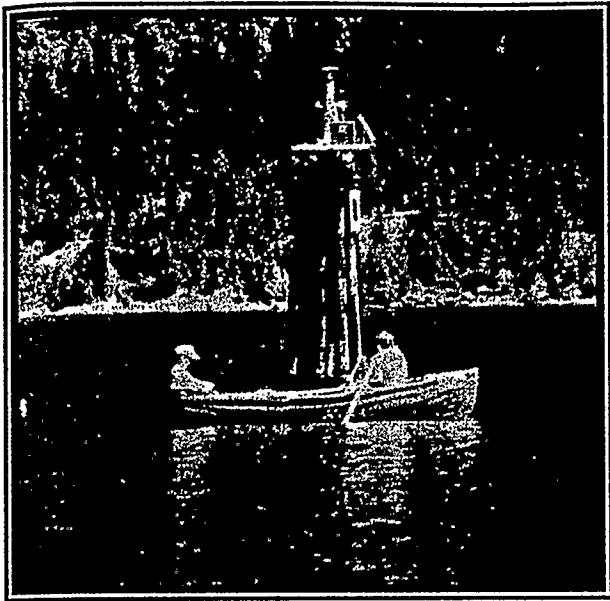
Within the immediate area surrounding Kaslo, there are three, densely populated forest zones. The interior western hemlock - western red cedar forest zone generally extends from the valley floor to a maximum elevation of 1707 meters. Almost pure stands of western hemlock and variable mixtures of western hemlock and western cedar are the predominate form of vegetation in this forest zone. The sub - alpine Engelmann spruce - alpine fir forest zone is found between 1707 meters and 2408 meters. The third forest zone, the alpine tundra zone is found on exposed mountain slopes above 2530 meters. The dominate forms of vegetation in this zone are hardy shrubs that are adapted to the short growing seasons and harsh winters characteristic in high mountain elevations.

A variety of wild flowers and natural shrubbery are plentiful in the lower elevation forest zones in the Kaslo area, providing a diversity of color and natural beauty throughout the growing season.

4.3.4 Wildlife

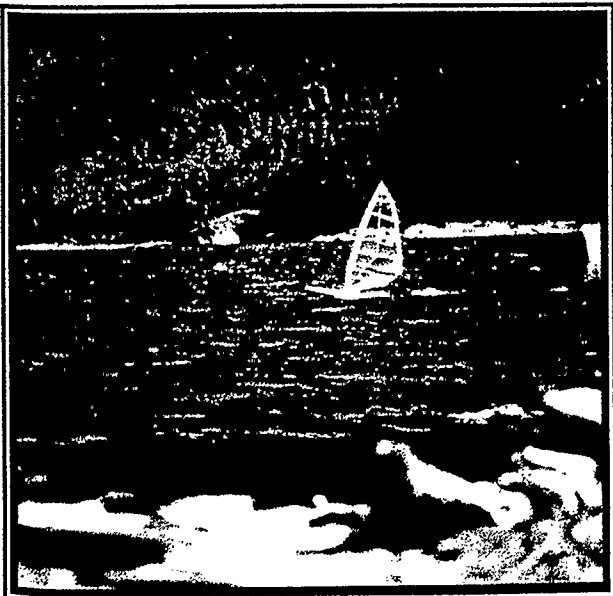
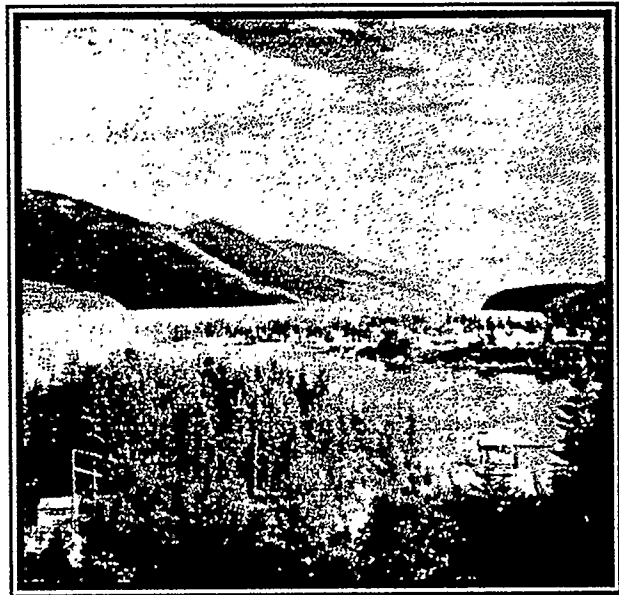
Wildlife resources in the Kaslo area are abundant due to diversity in terrain and the availability of large tracks of remote, relatively undisturbed natural land.

Moose, white-tailed deer, mule deer, elk, mountain goats and caribou thrive in the northern Central Kootenay Region although suitable habitats for ungulates are limited to a few specific locations due to high snowfall and a lack of low elevation sites. A variety of furbearing mammals currently inhabit the natural environment surrounding Kaslo. However, because furbearer populations rely on the maintenance of mature forests and presence on natural marshland; the current practice of deforestation of natural habitats and the alteration of marshland water levels resulting from the damming of major water flows threaten the future of several species. Documented furbearing species in the Kaslo area include: coyote, bobcat, marten, wolverine, weasle, mink, squirrel, muskrat, otter and beaver. Both grizzly and black bear species are present in the Kaslo area. Black bears are most prolific in areas adjacent to human settlements while grizzly bears tend to inhabit the remote, undisturbed areas. Because of the ecological diversity of the area, a variety of species of song, shore and game birds, particularly ptarmigan and grouse, are present. Waterfowl populations are limited due to the lack of marshland habitats. (*Electoral Area 'D' • Kaslo Regional Development Assessment, 1986*)



View of Kootenay Lake from
the shore at Kaslo Beach

The village of Kaslo, situated between the
Selkirk and Purcell mountain ranges on
the shore of Kootenay Lake



Kaslo's natural environment includes ample
water resources and lush vegetation

4.3.5 Water Resources

The area surrounding Kaslo is part of an extensive water system including: Kootenay Lake, Duncan Lake, Duncan River and the Lardeau River. Kaslo's predominate water feature is Kootenay Lake. At 105 kilometers long and 6.4 kilometers wide, Kootenay lake drains an extensive basin containing 46,100 square kilometers with the majority of the inflow supplied by Kootenay River. Once Kaslo's major transportation link, Kootenay Lake now provides the area with ample recreational opportunities and scenic beauty.

4.3.6 Fisheries

The Kaslo area is renowned for its year-round fishing opportunities. Most famous are the trophy trout available in Kootenay Lake, including the Gerrard rainbows which typically weigh around 11 kg. Smaller stock of Rainbow Trout and Cutthroat, usually associated with tributary streams, are plentiful throughout the region. Other sport fish species available in Kootenay Lake include: Dolly Varden weighing up to 16 kg.; Kokanee, a landlocked sockeye salmon; and, small populations of Whitefish and Sturgeon.

4.4 HISTORIC RESOURCES

The village of Kaslo is endowed with and well known for its many historic and archaeological resources. The S.S. Moyie, the oldest surviving passenger sternwheeler in Canada, is the harbinger of historic Kaslo and is currently undergoing extensive restoration. Within the community, 65 buildings have received official designation as historic sites, many of which have been successfully and authentically restored. Two Indian pictograph archaeological sites, one across Kootenay Lake south and opposite of Kaslo and one across Kootenay Lake directly opposite of Kaslo, compliment the community's historic diversity.

4.4.1 S.S. Moyie

The S.S. Moyie passenger sternwheeler was Kaslo's major transportation link for decades, plying Kootenay Lake from 1898 to 1957. Permanently dry docked in Kaslo on the shores of Kootenay Lake adjacent to Kaslo beach, the S.S. Moyie is currently the focus of an extensive restoration project spearheaded and partially funded by the Kootenay Lake Historical Society with additional funding through the Canadian Parks Service and B.C. Heritage Trust. In conjunction with the S.S.

Moyie restoration project, the Kootenay Lake Historical Society is overseeing the construction of a museum and interpretive center to preserve and display the many historic artifacts collected from the S.S. Moyie, as well as historic objects of regional significance received through donation. Scheduled to open in the spring of 1993, for Kaslo's centennial anniversary, the museum and interpretive center will be constructed adjacent to the Moyie and the grounds and building will be reminiscent of an early 1900s departure dock, ticket office and passenger lounge. (*Key Informant Interview, 1990*)

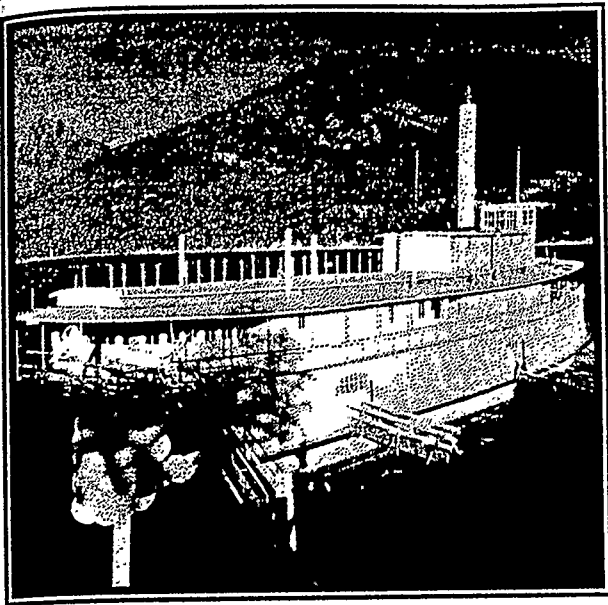
4.4.2 Community Architecture

The most recognized example of historic architecture in Kaslo is the Municipal Hall. Originally erected as Kaslo's City Hall in 1898, and declared a National Historic Site in 1988, it is the oldest wooden municipal building on the B.C mainland. Built originally as a hotel and rooming house for miners in 1893, the Langham Cultural Centre was restored by a group of concerned and motivated Kasloites and today serves as the cultural focal point of the community. Other notable examples of historic architecture in Kaslo include: the Provincial Building, built in 1911, of marble from a local quarry; the Fire station, originally built at the turn of the century; the Kaslo Legion Hall built in 1901; the Presbyterian Church, erected in 1893; and, the '1896' Building, Kaslo's first brick structure. In addition to the historic institutional buildings existing in Kaslo; there are many, well maintained Victorian homes throughout the community providing additional charm, character and historic consistency.

4.4.3 Sandon

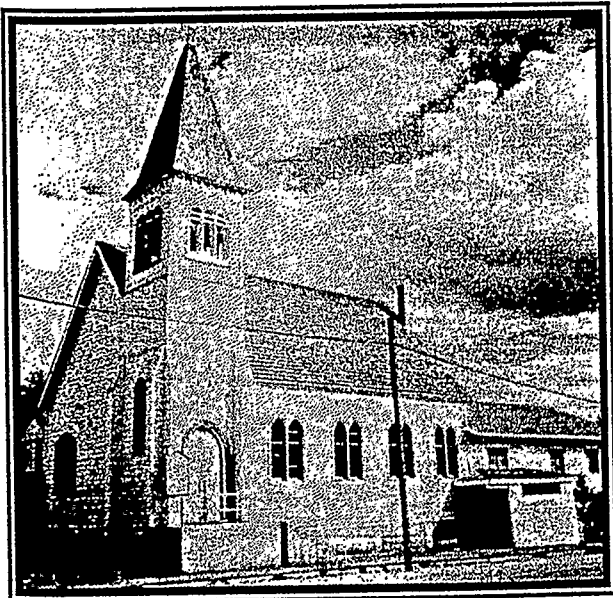
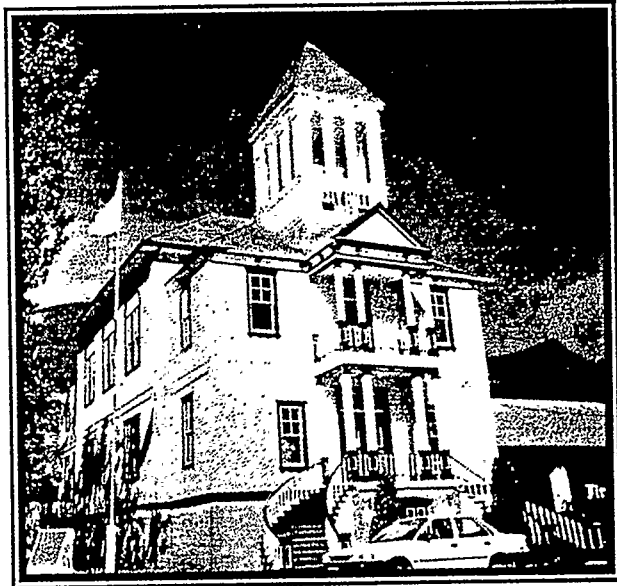
Sandon, and historic ghost town, is located 30 kilometers from Kaslo on Highway 31A. Once a booming mining town with a population of 5,000; the current population is 8. While some examples of historic architecture remain (City Hall, Sandon Church, homes), the majority of the historic community lays in ruin. Without immediate stabilization and restoration efforts, the architectural examples of Sandon's history will be lost. Local residents have attempted to generate support for the preservation of Sandon, however, lack of funding has prevented the initiation of a restoration project. (*Key Informant Interview, 1990*)

A small teahouse offering sandwiches and coffee, and a small museum providing local heritage interpretation are open during the summer months in Sandon.

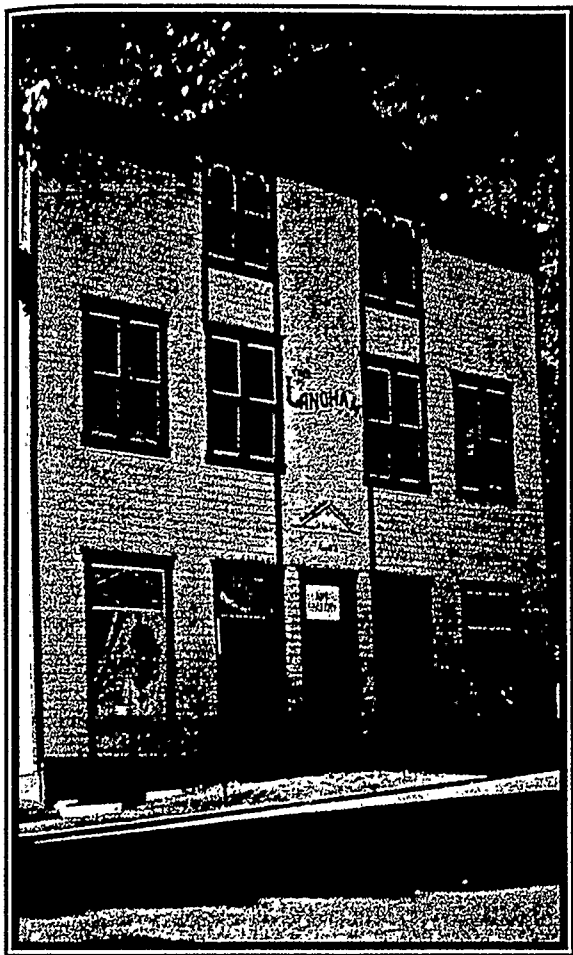


The S.S. Moyie is the harbinger of Kaslo's historic resources

Kaslo's city Hall (1898) is the oldest wooden municipal building on the B.C. Mainland

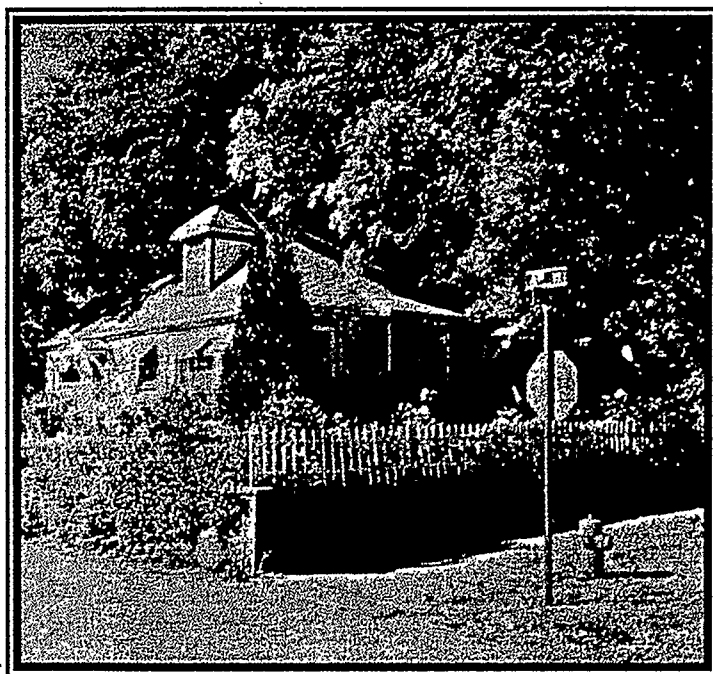


The Presbyterian Church erected in 1893



The Langham is Kaslo's cultural focal point and a significant historic resource

Examples of quaint Victorian architecture are prevalent in Kaslo



4.4.4 Historic Ghost Towns

The area surrounding Kaslo is populated by a variety of mining ghost towns (Retallack, Three Forks, Bear Lake City, Zwichy). While evidence of mine works and town sites exist, because the infrastructures of these historic communities are in a deteriorated state and interpretative materials (signage, maps) are unavailable, the majority of the ghost towns are difficult to recognize. (Turnbull, 1988)

4.4.5 Kaslo & Slocan Railway Historic Trail

During the mining boom in the late 1800s, the K&S Railway was constructed to link the many mining towns and mine sites throughout the area surrounding Kaslo. The narrow gauge rail line has since been removed leaving the low grade rail bed winding through the mountain tops. A portion of the rail bed (between Sandon and Three Forks town site) was cleared in the early 1980s, for recreational access. The wide, flat K&S Railway Historic Trail can readily accommodate a variety of recreational uses (walking, mountain biking, cross country skiing), while simultaneously providing an historically significant experience.

4.4.6 Pictographs

There are two authentic native Indian pictograph sites in Kaslo's immediate area, providing archaeological evidence of the region's heritage. Both sites are located across Kootenay Lake directly opposite Kaslo.

4.5 CULTURAL RESOURCES

Kaslo currently has a thriving and diverse cultural and artistic community, predominantly driven by the activities of the Langham Cultural Centre.

4.5.1 Langham Cultural Centre

The Langham Cultural Centre resides in an authentically restored historic hotel and boarding house. The three floors of the Centre provide a variety of visual and performing arts facilities, including: two galleries, a theater, dressing rooms, kitchen, gift shop, twelve rental studios, arts library-lounge, photographic dark rooms, graphic studios and administrative space. An assortment of

programs are sponsored through the Langham Centre and are accessible to both local and non-local participants. Some programs include: "The Kaslo Concert Society" - providing five concerts each season by a diverse mix of ensembles; "The Kaslo Players" - providing local theater enthusiasts with an opportunity to participate in stage productions which are presented to the public throughout the summer months; and, "Kaslo-on-the-Lake International Summer School of the Arts" - which during a two week period each August, offers a variety of arts-based educational sessions such as: writing, astrology, genealogy, dance, ceramics and silversmithing. (*Key Informant Interview, 1990*)

4.6 CHAPTER SYNOPSIS

Kaslo's diverse community fabric, with a variety of institutional, commercial, cultural and recreational services and facilities; offers residents a rich quality of life. However, economic reliance on fragile natural resource based industries, namely mining and forestry, has destabilized the Kaslo's economy. Historically, decline in the productivity of local mine sites and deterioration of mineral markets eroded the economic and population base of the community. Since the early 1980s, the local forestry sector has experienced a downward trend, contributing significantly to the current high rate of unemployment in Kaslo. Forecasts suggest a continued ebb in forestry and forestry related manufacturing.

Should high rates of unemployment continue, the current balance of the community would be threatened. An overall reduction in income generated locally due to mass unemployment would reduce the circulation of capital within the community. This would diminish the viability of the local market and ultimately constrict the productivity and viability of other sectors. A limited overall capacity would reduce the level of local goods and services and further expand the scope and strengthen the cycle of unemployment and economic destabilization.

To ensure maintenance of the existing quality of life in Kaslo and break the cycle of economic destabilization and unemployment, the current economic focus must be shifted from the vulnerable natural resource sector to a more secure and sustainable economic and employment generator.

THE FUNCTIONING TOURISM SYSTEM IN KASLO

The current economic situation in Kaslo seems discouraging. However, the community possesses many strengths that present opportunities for economic recovery, diversification and community development. The rich and diverse natural environment provide scenic beauty and a variety of outdoor recreational opportunities on a year round basis. The quaint community atmosphere, with a variety of historic resources and an active cultural community, offers an interesting and educational community-based experience. Relative to it's size, the current level of institutional and consumer services and facilities is superior. Collectively, these valuable attributes suggest the potential for expansion and enhancement of the tourism sector as a means of community economic development.

Using Clare Gunn's (1988) model of the structural elements of the "Functioning Tourism System" (detailed in Chapter 2) as a framework for evaluation and information from on-site primary research conducted by the author (observation survey, key informant interviews, tourist survey administration), this chapter will provide an overview and critical analysis of the individual tourism components contributing to the functioning tourism system in Kaslo.

5.1 TOURISM ATTRACTIONS

Kaslo and surrounding area's most obvious and impressive tourism draw is the spectacular natural environment and scenery, affording visitors a wide variety of active and passive, land-based and water-based recreational opportunities (Chapter 4 - Natural Resources). While the natural resources are plentiful, there are few organized or developed recreational or interpretive attractions making visitors accessibility to natural resources inadequate. For example: The Ministry of Forests and Provincial Parks have identifies twenty one trails and five official parks/conservancies throughout the Kaslo area (Chapter 4 - Natural Resources), however the vast majority are unmarked, unadvertised and lack regular maintenance. Consequently, most of the land-based recreational sites are currently under used and incapable of supporting a variety of viable, low impact recreational uses (mountain biking, hiking, climbing, cross-country skiing). In addition, public access to the plentiful water resources in Kaslo and area are limited to small scale rowboat rentals on Kootenay Lake and fishing boat rentals at the Kaslo Marina. Additional water-based recreational attractions (canoeing, sailing, kayaking, wind surfing) have not been developed.

There is a formal beach area in Kaslo along the waterfront adjacent to the site housing the SS Moyie. The location of the beach is scenic, surrounded by spectacular mountains, and the site is equipped with change room/bathroom facilities. However, the beach and accompanying facilities are currently in poor condition and require a general upgrading and clean up.

Kaslo has several historic tourist attractions of regional and local significance. Most notable is the S.S. Moyie sternwheeler/museum (Chapter 4 - Historic Resources). The Moyie houses interpretative displays, photographs and historic artifacts and is open daily for guided tours from mid-May until mid-September.

Sandon (located 30 kms. from Kaslo) is a potentially viable tourist attraction providing an example of a mining ghost town, rich with history. Unfortunately, however, without immediate stabilization, the few existing historic building in Sandon will be beyond the point of restoration and Sandon will follow the route of the other historic ghost town's in Kaslo's proximity (Chapter 4 - Historic Resources).

The K&S Railway Historic Trail offers visitors a unique historic and recreational tourism experience. However, the viability of the attraction has been limited by lack of regular maintenance and absence of interpretative information (Chapter 4 - Historic Resources).

The native Indian pictographs (Chapter 4 - Historic Resources) located at two sites across Kootenay Lake opposite Kaslo, are authentic reminders of the diverse history in the Kaslo area. The sites are in good condition and are housed in scenic locations, but their potential as a tourism draw has been diminished by issues of access and promotion. There are currently no organized tours to provide unequipped visitors with a means of traversing Kootenay Lake. In addition, promotional or interpretative material regarding the pictographs is unavailable.

The Langham Cultural Centre (Chapter 4 - Cultural Resources), located in a restored historic building, offers visitors to the community an arts based cultural experience. The Langham is open year-round providing arts and crafts gallery displays of local artists and artisans.

Front Street Kaslo, in its picturesque mountain setting, is populated by a variety of historic buildings, reflecting a quaint community atmosphere. While many of the buildings along Front Street currently require revitalization, the small scale, historic ambiance can be considered both an asset and attraction.

TABLE 5.1

TOURISM ATTRACTIONS IN KASLO
Existing Condition and Development Potential

ATTRACTION	EXISTING CONDITION	DEVELOPMENT POTENTIAL
<u>NATURAL RESOURCES:</u>		
Kaslo Beach	Average - excellent location, infrastructure present, requires upgrading	High - with upgrading, potential as aesthetic and recreational focal point
Kootenay Lake	Good to Excellent - very scenic; public access inhibits use and development potential	High - excellent potential for recreationally based services (tours, boat rentals, interpretation)
Backcountry Trails	Average- nature of environment has inherent value, however, because trail systems are under developed and under promoted trails are under used	High - requires maintenance upgrade; signage; multi-use accessibility to expand market potential
Parks & Conservancies	Good to Excellent - unsurpassed natural environment; few organized interpretation opportunities; under promoted; poor infrastructure	High - attraction potential could be expanded with low impact, sensitive interpretation; better information for accessing locations
<u>HISTORIC RESOURCES:</u>		
S.S. Moyie / Museum	Excellent - successful restoration; excellent location; competitive; well promoted; interactive opportunities available (tours, interpretive material)	High - proposed expansion will increase tourist development potential (landscaping, interpretive centre)
Historic Buildings	Good - ample examples of historic architecture; several require restoration; interpretation limited	High - restoration would improve attractiveness and retail activity
Pictographs	Poor to Average - several sites in area; inadequate promotions; not commercially accessible	Medium - sites in good condition; unique products, good potential for tour operation
Historic Mining Towns	Poor - no efforts to stabilize; state of total disrepair; no interpretation	Low - restoration opportunities limited
Sandon / Museum	Average- limited potential for stabilization \ restoration; inadequate display of artifacts; small museum	Medium - some stabilization efforts underway; potential to expand both museum and teahouse operations
K & S Railway	Poor - railbed overgrown; unmarked; no interpretation material	High - maintenance would result in unique and historic multi-use trail
Front Street Kaslo	Good - active main street with quaint ambience; many historic buildings; scenic location	High - Main street revitalization project would significantly enhance overall attractiveness of Front Street
<u>CULTURAL RESOURCES:</u>		
Langham Cultural Centre	Excellent - prime location; restored historic building; variety of activities available	High - tourism specific programming would enhance tourism viability

5.2 TOURISM SERVICES AND FACILITIES

The existing community services in Kaslo provide a basic level of tourism service infrastructure. The community has four eating/entertainment establishments ranging from casual dining to take-out fast food, pubs and lounges with occasional entertainment. Two gas/service stations offer tourists automobile maintenance and service. The grocery and food retail stores provide campers with the opportunity to restock supplies. While the retail shopping opportunities are limited in Kaslo, there are three gift and craft shops in the community that offer tourists a unique selection of products, many created by local artisans.

Tourism-specific services are extremely limited in Kaslo. With the exception of a small scale summer rowboat rental operation on Kootenay Lake, moorage facilities at the Kaslo Marina, boat and tackle rentals at the Kaslo Marina and a few licensed fishing guides; there are no formal tourist services (sightseeing tours, day trip opportunities, recreational instruction or outdoor equipment retail sales and rentals).

During the summer months (early June through the end of August) Kaslo has a B.C. Tourist Information Centre. Located near Front Street and staffed by local high school students, the Tourist Information Centre provides visitors to the community with local, regional and provincial travel information, printed travel literature and maps.

Of the accommodation facility units available in Kaslo and the immediate area, half are camping/trailer units. Mirror Lake Campground (located 8 kilometers south of Kaslo on Highway 31) is a well maintained facility with 80 campsites, sani-station, showers, swimming, fishing, boat launch, and hiking trails. Kaslo Municipal Campground, owned by the village and leased annually to private operators, is located in Kaslo adjacent to Kaslo Bay (a prime site for potential tourist traffic). While The Municipal Campground is readily accessible to all of Kaslo's facilities, attractions and services, it is currently in a state of physical and aesthetic disrepair and lacks marketable amenities (sani-station, treed campsites). A survey conducted during a six week period in the summer of 1990 (Appendix B), showed that 51% of surveyed campers stayed in other campgrounds in the local area while only 11% of survey respondents who were camping while in the Kaslo area stayed in The Kaslo Municipal Campground, indicating the loss of potential tourist traffic resulting from inferior camping facilities (Table 5.2).

A variety of roofed accommodations are available in Kaslo and the immediate area (hotels, motels, self-contained motel units, cottages, bed and breakfasts). According to the Electoral Area 'D' •

Kaslo Regional Development Assessment (1986), there are 73 roofed accommodation units in Kaslo. While the quality of Kaslo's roofed accommodations is adequate, providing basic service and amenities, none could be considered a destination/resort-type accommodation facility. Within the past five years a small number of bed and breakfasts have been developed in the Kaslo area, providing a personalized, clean and quaint accommodation alternative to visitors to seeking a homey, less commercialized tourism experience. According to the Kaslo Tourist Survey (1990) (*Appendix B*), 14% of the surveyed respondents stayed in hotel/motel roofed accommodations while in Kaslo and 3% of respondents resided in Bed and Breakfasts during their stay (Summarized in Table 5.2).

TABLE 5.2

KASLO TOURIST SURVEY RESULTS (1990) - ACCOMMODATION TYPE	
Accommodation Type	Percentage
Bed and breakfast	3%
Hotel/motel	14%
Municipal Campground	11%
Friends/relatives	21%
Other campground	51%

5.3 TRANSPORTATION AND ACCESS

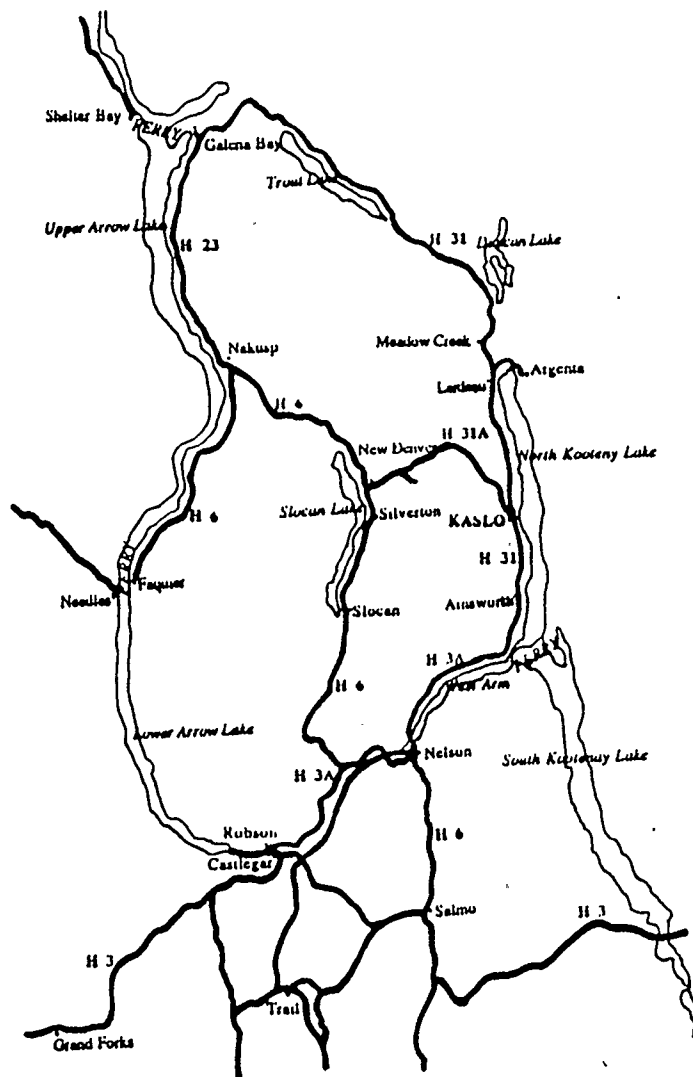
Because of Kaslo's relatively remote geographic location and the surrounding area's rugged mountain terrain and expansive lakes, access to primary highways and major urban centers is limited. Kaslo is serviced by two secondary, single lane provincial highways, 31 and 31A. Highway 31 provides a direct link to Nelson, the West Arm and the Kootenay Lake ferry landing at Balfour. Access to and from the southeast involves a 30 minute east/west ferry crossing across Kootenay Lake between Balfour and Kootenay Bay. To the north, Highway 31 connects to Trout Lake and then links up with Highway 23 at the Galena Bay ferry on Upper Arrow Lake. A summer road, Highway 31A, connects Kaslo to New Denver and then links to Highway 6 and the Galena Bay ferry crossing. The highways accessing Kaslo are generally adequate and reasonably well maintained. The notable exception is Highway 31 north in the Trout Lake area where the difficult terrain and the presence of logging trucks make highway travel challenging.

Over the past 20 to 30 years, there have been several proposals for the construction of a highway linking the East and West Kootenays via Jumbo Pass. The proposed "Jumbo Pass Highway" would

be a multi-million dollar project involving the development of existing secondary roads, running both east and west of Jumbo Pass, into viable highways, and the construction of a mountain highway pass through the rugged Jumbo Pass site. If the Jumbo Pass were to be constructed, the western link to Highway 31 would be approximately 30 kilometers from Kaslo and the eastern link would be in the Invermere region, reducing highway travel time from Alberta to Kaslo by half.

In the summer of 1989, the Kaslo airstrip was paved in an effort to promote tourism and improve Medevac accessibility. While the airstrip is able to accommodate a variety of small aircraft, all indications suggest that air traffic has not increased. The major airport servicing the Kaslo area is located 60 kilometers southwest in Castlegar. Public bus access to Kaslo is limited to weekly bus service from Nelson.

TRANSPORTATION SYSTEM



5.4 TOURISM INFORMATION AND PROMOTION

Currently, there is not a comprehensive strategy for promoting the village of Kaslo or Kaslo's tourism opportunities. Community tourism promotion is limited the annual publication of a visitors guide that is distributed within Kaslo. The Kaslo Visitors Guide is an informational magazine providing visitors with a brief historic background of Kaslo, information regarding available community facilities and services, special interest features and a description of some of the tourism related activities and attractions. While The Kaslo Visitors Guide is beneficial to tourists in the community, because it's circulation is limited to Kaslo, it does not penetrate potential tourism markets. Some individual tourism related interest groups engage in local print promotion (eg. newspapers, brochures) of particular attractions, services or facilities. However, like the visitors guide, the scope of distribution is limited.

Kaslo is included in regionally based tourism literature produced by the Kootenay Country Tourist Association, a government funded organization that attempts to, "entice visitors to the area and to encourage those who area already coming to stay longer", but, "do not become involved in the development of new projects". (*Tourism Development Opportunities*, 1990) While the scale of distribution of the regional tourism brochures and magazines provides the opportunity to reach potential markets, because the travel literature is regionally based and the region includes many well developed tourism resources, specific promotion referencing Kaslo directly is comparatively insignificant.

TABLE 5.3

KASLO TOURIST SURVEY (1990) - SOURCES OF TOURIST INFORMATION	
Information Source	Percentage
Word of mouth	44%
Previous experience	26%
Friends in area	9%
Print ad/tourist information	11%
en route	10%

The results of the Kaslo Tourist Survey (1990) (*Appendix B*) provide an illustration of the information/promotion sources accessed by tourists visiting Kaslo. According to the survey, the vast majority (44%) of the tourists received information about the community through word of mouth. The second most influential form of information regarding the tourism opportunities in Kaslo

was previous tourism experience (26%), followed by print advertising and tourism information (11%). The low rate of tourists receiving information from formal promotional material suggests that the current approach to marketing and promotion is ineffective (Summarized in Table 5.3).

5.5 TOURISM MARKET

According to a visitor survey conducted in 1983, the largest proportion of visitors (40.1%) to Kaslo and surrounding area originate from other parts of British Columbia; with 19.6% from the Central and Northern part of the province, 17.8% from the Lower Mainland, 12.1% from Vancouver Island and 12.1% from the Okanagan. Visitors from other areas in Canada encompassed 31.5% of the total tourism traffic in Kaslo and area; with 85.7% of that group originating from Alberta and 9.5% from Ontario. Of the total tourist traffic from the United States (23.6%), the vast majority (52.4%) originate from Washington state, followed by tourist from California and Idaho (12.7% and 11.1% of the U.S. visitor traffic respectively). Other international visitors accounted for only 4.1% of the total.

A visitor survey conducted by the author during a six week period in the summer of 1990 (*Appendix B*), showed that private vehicle was the most popular form of travel to Kaslo; with 68% of the respondents travelling by private automobile, 24% travelling by camper or recreational vehicle, 4% in rental automobile and 3% travelling by motorcycle.

According to the 1990 survey results, 44% of the visitors to Kaslo stayed for less than 1 day. Those staying over 3 days amounted to 26%, while respondents spending 1 to 3 days accounted for 30% of the responses. Almost 96% of those survey said they would return to Kaslo.

TABLE 5.4

KASLO TOURIST SURVEY (1990) RESULTS - TOURISM MARKET PROFILE					
Mode of Transportation		Party Size		Length of Stay	
Private auto	68%	1 person	12%	-1 day	44%
Rental auto	4%	2 persons	36%	1-3 days	30%
Camper / RV	24%	3-5 persons	38%	+3 days	26%
Motorcycle	3%	+5 persons	16%		

Based on the responses from the Kaslo Tourist Survey (1990) (*Appendix B*), the three activities most commonly pursued while in Kaslo include: outdoor recreation (swimming, hiking); sightseeing (historic and sites); and, visiting friends and relatives.

5.6 CHAPTER SYNOPSIS

The existing level of established tourism resources, tourism products and tourism related infrastructure in Kaslo suggest potential for development of the tourism sector. However, each of the structural components of the community's tourism system exhibit weaknesses. Consequently, the collective and interdependent function of the total tourism system has been diminished. To fully capitalize on existing and potential tourism opportunities, several inadequacies must be overcome.

While Kaslo is without a major, single-draw tourist attraction, there are several, potentially viable small scale attractions providing the opportunity for a diverse (recreational, cultural, historic) tourism experience. However, to fully realize tourism opportunity, the majority of the existing and potential attractions in Kaslo require improvement. For example: many of the attractions are under developed (backcountry trails, pictographs, historic buildings) and lack the supplementary amenities and interpretation that would make them readily accessible to tourists. Other attractions (Kaslo Beach, K&S Railway Historic Trails) are in poor condition and lack the regular maintenance that would enhance the quality of the attraction and render them fully functional. Most of the attractions in Kaslo and surrounding area have a high level of development potential, with the majority of the improvements involving relatively low cost intervention (regular maintenance, increased signage and interpretation, related services) (Table 5.1).

The existing level of basic tourism services and facilities (accommodation, restaurants, supplies) is adequate. However, speciality tourism related services that cater to the unique demands of the tourism market (tour packages, day interpretation trips, equipment rentals) are extremely limited. Several opportunities for viable tourist service development complimenting existing attractions are present (transportation to and interpretation of Indian pictographs, guided mountain bike or cross country ski tours through backcountry trails), yet to date, few have been successfully developed.

Problems of access, viable transportation alternatives and proximity to major markets impede market penetration. While the transportation links are in good condition, because Kaslo is located "off the beaten track" amidst challenging terrain, exposure to existing market traffic is limited.

Kaslo is currently without a comprehensive community-based information and promotion system. The lack of information regarding tourism opportunities in Kaslo is problematic on both the macro and micro scale. Without a promotional strategy that ensures distribution to applicable market segments and represents the collective tourism opportunities in Kaslo, the link between destination and tourist, and ultimately tourist traffic, is diminished. In addition, the limited nature of on-site and community-based interpretative material (signage, brochures), prevents visitors from remaining in the community and fully accessing the available tourism opportunities.

The demography, motivations, expectations and demands of the existing and potential tourism market in Kaslo has not been extensively researched or analyzed. The majority of the information regarding tourism market has been gathered through informal observation. (*Tourism Related Interest Group Self Report Survey, 1991 - Appendix A*) Consequently, the relationship between market demand and product development has not been explored in the context of Kaslo.

To bring the functioning tourism system in Kaslo to full capacity, intervention that respects the dynamic nature of tourism systems is required within each of the structural components. Recognition of the delicate and interactive relationship between supply and demand should encourage a comprehensive assessment of the specific requirements and interests of the existing and potential tourism market. From this evaluation, cues for product expansion and development (attractions, services, facilities) and effective means of linking the market to the product through information and transportation systems would emerge.

EXTERNAL FACTORS INFLUENCING TOURISM IN KASLO

This chapter will review the external factors influencing community-based tourism planning and development in Kaslo. Information for this chapter was collected through a variety of primary and secondary research techniques, including: literature and document review; key informant interviews, observation survey; and, administration of a self report survey specific to the tourism related interest groups in Kaslo. Clare Gunn's model "External Factors Influencing Tourism Planning and Development" (detailed in Chapter 2) serves as a framework for organizing relevant data.

6.1 NATURAL RESOURCES

As reviewed in Chapter 4 (An Introduction to the Case Study - Kaslo, B.C.), Kaslo possesses a diversity of high quality natural resource assets. In addition to providing spectacular scenery, the natural environment offers a variety of passive and active outdoor recreational opportunities.

6.2 HISTORIC AND CULTURAL RESOURCES

With 65 provincially designated historic sites, several historic Victorian homes, archaeological points of interest and an active cultural community; Kaslo provides the travel market with a rich historic and cultural tourism experience. (detailed in Chapter 4)

6.3 COMPETITION

Tourists travelling to Kaslo and area must penetrate established, well developed and well promoted tourism regions. Direct tourism competition is generated by: the Okanagan Similkameen to the west; Thompson Country to the north; and, the B.C. Rocky Mountain region to the east. Kaslo is part of the Kootenay tourism region which is surrounded by 3 to 4 million visitors annually, yet draws significantly fewer numbers of visitors. For example: (based on statistics 1983 from the British Columbia Ministry of Tourism) the Okanagan Similkameen tourism region received 1,490,000 overnight visitors during 1983; Thompson Country received 1,400,000 visitors; and, the B.C. Rocky Mountain Region received 950,000 visitors in 1983. By comparison, the entire Kootenay tourism region received only 530,000 overnight visitors during the same period. The low visitor

volumes in Kaslo and surrounding area have been attributed to the significant distance to major sources of visitors (Alberta, Lower Mainland); poor access, Kaslo is bypassed by two major east/west highways including Highways 1 and 3 and the major north/south routes including Highways 95 and 97; and, the substantial supply of tourist attractions and better developed tourism infrastructure in the surrounding regions. (*Central Kootenay Tourism Development Feasibility Study, 1985*).

TABLE 6.1

OVERNIGHT VISITORS - BRITISH COLUMBIA, 1983	
Tourism Region	Number of Overnight Visitors
Vancouver Island	2, 385, 000
Southwestern B.C.	3, 475, 000
Okanagan Similkameen	1, 490, 000
Kootenay	530, 000
Thompson Country	1, 400, 000
Cariboo	480, 000
B.C. Yellowhead 16	800, 000
Peace River Alaska Highway	290, 000
B.C. Rocky Mountain	950, 000
TOTAL	11, 800, 000

(*Tourism Highlights - Ministry of Tourism, 1983*)

Within the Kootenay tourism region, there is significant competition for tourism traffic and several levels of tourism development. The largest consolidation of developed tourism facilities, services and attractions in the Kootenay region is in the Nelson and Castlegar areas, 30 to 60 kilometers southwest of Kaslo. Nelson and Castlegar offer a variety of well developed historic sites; winter and summer recreational and natural resource facilities and attractions; cultural amenities; and, commercial services and accommodation facilities. Adding to the significance of the tourism infrastructure in the Nelson/Castlegar area is the availability of transportation alternatives and superior road access. Ainsworth, 15 kilometers southwest of Kaslo and the first established community on Kootenay Lake, competes directly with Kaslo for local tourism traffic. The tourism infrastructure and level of tourism development in Ainsworth is superior to Kaslo's including: a destination resort with hot springs pool facility; restored historic hotel and motel; historic landmarks and museum; a marina; and, campgrounds with an on-site store and pool.

6.4 ENTREPRENEURSHIP

Entrepreneurship is often narrowly viewed as profit motivated, development initiatives. Considered to involve small business ventures, whereby individuals have recognized opportunity, generated investment and successfully developed, packaged and distributed a product or service. From this perspective, the best indicator of the level of community-based entrepreneurship would be an assessment of the scale and success of private business development. This perspective limits entrepreneurship to specific endeavors with tangible results and does not credit the attitudinal aspects of entrepreneurship - the entrepreneurial spirit. Many obstacles may impede the tangible completion of the entrepreneurial process (availability of funding, government policies, community support) without diminishing the validity of the original vision. Consequently, assessment of the end result may not be the best judge of the level of entrepreneurship or of entrepreneurial spirit.

In the context of Kaslo, the limited supply of tourism specific private business initiatives (tourism products and services) may suggest a lack of community-based entrepreneurship. Indeed, several opportunities for expansion of the community's tourism service sector exist (backcountry trail development, recreational equipment rentals), yet few have been successfully developed. However, the absence of tangible private sector business development in Kaslo does not provide a clear indication of community-based entrepreneurship. Community members may have recognized potential tourism development opportunities, but due to external constraints, the vision was not realized.

The non-profit interest groups in Kaslo demonstrate a high level of tangible entrepreneurship. For example: The Kootenay Lake Historic Society recognized the value and regional historic significance of the S.S. Moyie sternwheeler, planned for its stabilization and restoration, secured funding, and initiated an extensive restoration project. The Historic Society had an entrepreneurial vision, and today the S.S. Moyie is in tact and acts as a major tourist attraction in Kaslo.

6.5 LABOR

The current economic climate in Kaslo has created a relatively high rate of unemployment (Chapter 4) in the community. If the tourism sector in Kaslo was expanded, the unemployed segment of the population could potentially provide a tourism related labor force. However, because the economic base of Kaslo was previously driven by natural resource based industry (mining and forestry), the vast majority of the available labor force is inexperienced in tourism related employment. As a

result, if the existing labor force were required to assume tourism related positions, tourism specific training programs would be essential.

While unskilled labor is widely available in Kaslo, the community's labor force is currently without tourism specific experts. Those currently participating in the tourism planning and development processes do so on a volunteer basis through existing community-based, non-profit interest groups (Kootenay Lake Historic Society, Kaslo Chamber of Commerce).

6.6 GOVERNMENT POLICIES

Historically, the foundation of British Columbia's economy has been natural resource based industry (mining, forestry, fishing). Resource based industries continue to contribute significantly to the provincial economy. However, the provincial government has recognized the potential instability of total economic reliance on delicate and depleting natural resources and over the last several decades have made overt attempts to diversify British Columbia's economy. Because the province is generously endowed with a diverse variety of tourism resources, expansion and promotion of the tourism sector has become a major focus of provincial economic diversification. To fully capitalize on the development opportunities presented by expansion of the tourism sector, the Ministry of Tourism of the Province of British Columbia has established a proactive planning and management approach to facilitating and stimulating regional and community-based sustainable tourism development initiatives.

6.6.1 Regional Concentration

In the latter 1980s, the provincial government of British Columbia initiated a shift in economic development policy from a collective, province-wide approach to a regionally based concentration. The Regionalization Initiative divided the Province of British Columbia into eight geographic regions and attempted to identify and achieve sustainable economic development initiatives suitable to the abilities, needs and desires of the specific region. "The Regionalization Initiative was founded on the premise that government must work in collaboration with region communities, business interests and residents to develop regional economic strategies." (*An Approach to Regional Tourism Development, 1989*) To facilitate the development of regional economic development initiatives, Regional Development Liaison Officers (RDLOs) have been placed in each region. The RDLOs assist both public and private sector organizations and representative groups in identifying issues and opportunities for regional economic development.

Because tourism is considered a viable means of economic growth and development in British Columbia, The Regionalization Initiative provides for the facilitation, support and stimulation of tourism planning initiatives on a regional basis. "The first step in the [tourism development] process is to arrange to work with existing tourism task forces where they are in place in each region or to work with the RDLOs and Regional Advisory Boards to create tourism task forces". (*An Approach to Regional Tourism Development, 1989*) Following the development of regional tourism task forces, the RDLOs collaborate with representative groups in each region to identify priority tourism development opportunities and related infrastructure requirements, and work with regions that are interested in proceeding to a more detailed level of analysis through the preparation of regional tourism action plans. Finally, upon completion of the regional tourism action plans, regional tourism priorities and tourism development strategies are incorporated into the overall provincial tourism strategy.

In addition to facilitating regional tourism product development, the Ministry of Tourism actively contributes to marketing regional tourism by sponsoring the "Partners in Tourism Program". This program provides both funding and advisory support to established tourism industry associations in the form of operating contributions, cost-sharing on advertising and assistance at trade shows.

Responding to the opportunities provided by the Regionalization Initiative, a task force on Parks, Recreation and Tourism for the Kootenay region was established and, in conjunction with a private consulting firm, a regional tourism strategy for the region was formulated. In January, 1990, the Kootenay Development Region - Tourism Strategy and Preliminary Development Opportunities report was published and circulated. The document includes: an assessment of the tourism product; an overview of the tourism market and general trends; a proposed framework for the Kootenay region; and, an evaluation of regional tourism development opportunities. The assessment and recommendations outlined in the regional tourism development strategy are sound. However, because the Kootenay Development Region is geographically large and contains a diverse tourism product range and a variable level of product development, the scope of the study is broad and general. Consequently, the specific interests of individual small scale, under developed communities (such as Kaslo) are not well represented.

6.6.2 Community Concentration

To facilitate and support community-based tourism initiatives, the British Columbia Ministry of Tourism has developed two tourism specific programs that provide technical expertise to local organizations and municipalities. The "Community Tourism Action Program" is an initiative that encourages communities to view tourism as a business and pursue tourism as a supplement to the local economic base. This program emphasizes tourism at the community level. The program specifies a series of prescribed activities at the community level to facilitate the tourism development process, including: formation of a Tourism Action Committee; collection of basic tourism data; hosting a Community Tourism Development Workshop; and, identification and implementation of specific projects. The "Superhost" program is a community-based initiative designed to upgrade the standards of service and hospitality provided to the travelling public and consumers in B.C. This program is delivered by experts from the Ministry of Tourism to service related employees in two seminars.

Kaslo has not accessed either of the provincially sponsored, community-based tourism planning and development programs

6.7 FINANCE

The lack of working capital and funding opportunities is considered to be the most significant impediment to tourism development in Kaslo. (*Tourism Related Interest Group Self Report Survey, 1991 - Appendix A*) Indeed, in this time of economic restraint and recession, generating investment for tourism development is challenging. However, because tourism and tourism related development has become a major focus of the Province of British Columbia's economic diversification policy, a variety of public funding sources have been made available.

Tourism specific public assistance, through the British Columbia Ministry of Tourism, for community-based tourism development is generally limited to the provision of technical expertise (Superhost, CTAP), with funding applied to government established regional tourism organizations (Partners in Tourism). Other federal and provincial government agencies, however, provide aid to projects complimentary to community tourism development. For example: community-based heritage and/or archaeological revitalization and conservation projects are eligible for funding support and technical expertise through the British Columbia Heritage Trust. The Downtown Revitalization Program, through the Ministry of Municipal Affairs, offers start-up grants, capital works loans,

facade improvement grants and business improvement area grants to foster collaborative efforts by merchants, municipal council and the province toward the physical and promotional presence of downtown areas. The Community Business Initiative Program, administered by the Federal Business Development Bank, provides group learning opportunities, individual guidance, information and counselling to small business owner/managers engaging in community-based business development initiatives. The Environmental Partners Fund supplies 50% of total project costs up to a maximum of \$200,000 over a three year period to non-commercial organizations undertaking projects that promote sustainable development, increase environmental awareness and/or conserve or rehabilitate the environment. The Equity Capital Program, through the Ministry of Economic Development Small Business and Trade, furnish tax credits equal to 30% of investment in a venture capital corporation for private sector investment in selected economic sectors (including tourism resorts). Enterprise Centres, sponsored by the B.C. Information Centre, offers businesses and potential businesses access to items of business information, consumer contracts, business education material, business management training video tapes and commercial intelligence files. The Employment Opportunity/Employment Plus Program, through the Ministry of Social Services and Housing, provides employers with financial incentives to hire and train income assistance recipients.

Kaslo has not accessed the majority of publicly sponsored technical and financial support initiatives. Notable exceptions include: the S.S. Moyie restoration/preservation project receiving funding through provincial and federal employment grants, B.C. Historic Landmarks, Heritage Trust, and the Vancouver Foundation, facilitated by the Kootenay Lake Historic Society and small scale employment initiatives (Kaslo Bay clean-up) sponsored by the Employment Plus Program, coordinated by the Kaslo Chamber of Commerce. (*Tourism Related Interest Group Self Report Survey, 1991 - Appendix A*)

In addition to public funding sources, potential exists for financial support for community-based tourism development projects through private lending agencies (banks, financial trust companies). However, traditionally there has been skepticism on the part of private lenders with regard to small scale tourism development initiatives.

6.8 COMMUNITY

In 1987, the Kaslo and District Economic Development Committee, in conjunction with a community-based consultant, prepared an economic development strategy for the community. The strategy is based on direct personal discussions with nearly 250 residents, a number of public hearings and several meetings with community groups and organizations. According to The Kaslo and District Economic Development Strategy (1985), the community acknowledges the need for economic diversification and sustainable employment alternatives as a means of maintaining the population level and the existing quality of life. In addition, tourism and tourism development has been recognized as a potentially viable catalyst for appropriate growth. However, accompanying the community's aspiration toward economic and community development through the expansion of the community's tourism sector is the desire to select and control any deviation from the status quo.

In 1991, a survey regarding tourism planning and development in Kaslo was administered to the key tourism related, public and non-profit organizations and interest groups. Because the interest groups represent a broad cross section of the community, responses to the Tourism Related Interest Group Self Report Survey (1991) (*Appendix A*), provide a general indication of the prevailing community attitude toward tourism development. Based on the results of the survey, there is unanimous agreement (with the exception of the Regional District with no formal position on tourism) among the tourism related interest groups in Kaslo that expansion and enhancement of the community's tourism sector is essential. The interest groups believe that tourism development could provide the community with a means of economic diversification, create employment opportunities and ultimately stabilize and expand the population base. While increased tourism activity in Kaslo is generally supported, there is a common apprehension that tourism development could negatively influence the current social standard, place stress on the village infrastructure and damage the current quality of life in the community.

The combined results of The Kaslo and Area Economic Development Strategy (1985) and the Tourism Related Interest Group Self Report Survey (1991) suggest that the community attitude toward tourism development in Kaslo is divided. Members of the community support the concept of tourism development and want the potential rewards (economic diversification, employment opportunities, community development) of an expanded tourism sector. However, awareness of the potential negative impacts of tourism has diminished the overall level of support. While the community recognizes that change is necessary for achieving renewed viability in the community, there is a general reluctance to accept or encourage any alteration of the current way of life.

In addition, because there is strong concern regarding the maintenance of the integrity of the community, the community at large believe that acceptance and direction of tourism development initiatives should be based on community input and approval. Consequently, participation at the local level in the processes of tourism planning and development is considered essential.

6.9 ORGANIZATION AND LEADERSHIP

The existing tourism related organizational system in Kaslo is fragmented. The diverse nature of the community, with a variety of resources, institutions and activities; has divided the community's human resources into a series of specialized organizational groups with individual functions, priorities and interests. By segmenting into specialized units, each of the interest groups in Kaslo have assumed an internal character with an isolated developmental role and an individual approach to organizational and tourism planning.

Community-based tourism planning and development initiatives in Kaslo are predominantly driven by six, independent, public and non-profit special interest groups, namely:

- The Kaslo Chamber of Commerce
- The Kootenay Lake Historic Society
- The Langham Cultural Society
- The Kaslo Economic Development Committee
- The Kaslo Village Council
- The Nelson Regional District

Each of the interest groups support the concept of community tourism development as a means economic diversification and community enhancement. However, a formal, integrated organizational structure, specifically addressing issues of community-based tourism and guiding tourism development initiatives, has not been established. Instead, the tourism related interest groups in Kaslo function independently without benefit of cooperative, inter-organizational working linkages. Community-based tourism planning initiatives are conducted solely within the confines of the individual interest groups. As a result, the specific focus (heritage preservation, trade and commerce, cultural enhancement) of the interest groups has superseded the mutual recognition of: shared tourism development visions; individual contributions and roles; and, the interrelated nature of community tourism systems. Tourism, therefore, is a peripheral organizational consideration among the interest groups affecting tourism development in Kaslo. (*Tourism Related Interest Group Self Report Survey, 1991 - Appendix A*)

While leadership and organization exist within the special interest groups, the factionalized and isolated nature of community tourism planning and development in Kaslo has limited the community's tourism potential and failed to capitalize on community-wide tourism development opportunities.

6.10 CHAPTER SYNOPSIS

Nine external factors influencing the tourism sector and the process of community tourism development in Kaslo have been identified and reviewed. However, the externalities demonstrated are not considered definitive. A variety of known and unknown, fixed and/or variable elements could influence the nature of the tourism system and, tourism planning and development initiatives in Kaslo. The externalities illustrated, while considered independently, collectively form an interdependent system. Consequently, fluctuation or change in a single element alters the nature of each of the other components and the overall balance of the external system.

To achieve community tourism development and enhance the functioning tourism system, the positive potential of the external elements must be maximized. The notion of an interrelated external system suggests that change in a single component alters the nature of all other components in the system. However, to effect a positive chain of events, intervention must occur and change must be managed.

The negative influence of the existing, fragmented approach to tourism planning, characterized by an absence of collective, community-based, tourism specific organization and leadership, has prevented the development of collective community tourism goals. If goals are ill defined, effecting positive change for goal achievement becomes impossible. With diminished internal strength, the positive potential of the externalities influencing the process of tourism development in Kaslo are not maximized.

Alternatively, enhanced tourism specific organization and leadership could provide the community with a collaborative framework for planned intervention and the management of change. A positive shift in the community-based system of organization and leadership could initiate a series of actions and activities, manifesting beneficial results in the components of the external system, and ultimately the functioning tourism system in Kaslo.

Examples of the potential positive influence enhanced tourism specific organization and leadership could have on the external system include (Table 6.2):

TABLE 6.2

POTENTIAL POSITIVE INFLUENCE OF ENHANCED ORGANIZATION AND LEADERSHIP	
Competition	- from a collective assessment of competitive tourism infrastructure and market information, develop strategies to access existing tourism traffic in area and market community based tourism opportunities
Entrepreneurship	- ensure development proposal is consistent with community - provide guidance, information and support to individual tourism projects
Labor	- contract tourism-specific experts to facilitate community-based tourism planning and development initiatives - develop community-based tourism training programs for available labor force
Government Policies	- provide representation of collective community tourism goals and opportunities to public sector organizational hierarchy - collective research and understanding of available funding and technical support - determination of tourism development policies affecting community-based tourism
Natural, Historic & Cultural Resources	- encourage sustainable tourism development initiatives, preserving the integrity of community-based resources - develop strategies to maximize tourism potential
Finance	- provide direction and assistance in the generation of tourism project proposals - offer guidance to funding sources - lend credibility and collective support to individual tourism projects, beneficial in securing funding
Community	- encourage support through provision of information regarding development - act as a vehicle for public participation/input

AN INTEGRATED APPROACH TO COMMUNITY TOURISM PLANNING AND DEVELOPMENT FOR KASLO, BRITISH COLUMBIA

This chapter will provide a case for integrated tourism planning and development in Kaslo, reviewing the constraints of the existing approach to tourism development and outlining the potential benefits of integrated planning in the context of tourism development in Kaslo. The conceptual predisposition to integration will be explored, leading to the provision of a suggested model for integrated tourism planning and development in Kaslo. Finally, the contextual barriers to integrated planning in Kaslo will be discussed and alternative approaches suggested.

The evaluations, suggestions and conclusions identified in this chapter are those of the researcher and are based on knowledge derived from primary research techniques specific to Kaslo (field research, observation survey, key informant interviews, tourism related interest group self report survey) and noted secondary resource material.

7.1 A CASE FOR INTEGRATED COMMUNITY TOURISM PLANNING IN KASLO

The current approach to community tourism planning in Kaslo is based on a system whereby interest groups and tourism related stakeholders individually identify tourism development opportunities and independently engage in development initiatives. This approach has manifested a tourism related organizational system characterized by closure, obstructed access to information and isolation. Organizational fragmentation and factionalization has inhibited the mutual recognition of shared tourism development visions among key tourism actors. Tourism planning initiatives in the community are not comprehensive. Instead, individual priorities and interests, characterized by pluralistic tourism development goals, have supplanted collective community-based considerations and recognition of the interdependent nature of tourism. (*Tourism Related Interest Group Self Report Survey, 1991 - Appendix A*)

The process of development suggests evolution to a more complex and advanced state. In the context of community tourism, the notion of development involves the growth of the tourism sector to the benefit of the community as a whole. "Development is a capacity, defined by what individuals and collectives can do with what they have to improve the quality of their lives." (*Lang, 1988*) Community tourism development is not a specific product but a process of progressive evolution that

requires guidance, management and support. To will the future through the process of development, the desired future must be explicit. Because development evolves in a series of interrelated and interdependent stages, to maintain collective a focus on preferred outcomes, cooperation and collaboration among those affecting change is essential.

The absence of defined development ambitions, limited tourism specific leadership, the lack of a wholistic perspective and an absence of a cooperative approach to community tourism planning has diminished the effectiveness of the process and outcome of community-based tourism development in Kaslo. Based on field research and responses to the Tourism Related Interest Group Self Report Survey, 1991 (Appendix A), the most significant barriers to effective community tourism development resulting from a fragmented approach to tourism planning in Kaslo include:

- **Limited understanding of the community tourism system**

The current nature of tourism related planning in Kaslo, with a series of special interest groups directly or indirectly influencing the process of community tourism development, has established tourism planning and development as a peripheral organizational focus. With tourism as a secondary consideration, there has been little incentive to develop a collective understanding of the structure of tourism and the function of the tourism system in Kaslo. The result of the narrow comprehension of the conceptual and practical aspects of tourism and tourism systems has been ineffective tourism planning and development initiatives. For example: tourism development in Kaslo is product driven. Market research is conducted individually on an informal, observational basis, indicating that the role of the existing and potential tourism market in determining product development is neither considered nor understood. (*Tourism Related Interest Group Self Report Survey, 1991 - Appendix A*) Without a foundation of mutual knowledge of the multiplicity and complexity of tourism, the challenges inherent in the tourism development process are difficult to overcome.

- **Neglected tourism development opportunities**

Several opportunities for viable, low cost tourism product and service development exist in Kaslo (development of backcountry trail systems, transportation to and interpretation of Indian pictographs, guided mountain bike or cross country ski tours through backcountry trails). However, examination of the functioning tourism system (Chapter 5) suggests that the tourism potential has not been realized, indicating that the fragmented approach to tourism planning and development in Kaslo has diminished the organizational strength required to optimize tourism opportunities.

- **Ad hoc tourism development initiatives**

While there is tangible evidence of tourism development in Kaslo, there is a lack of connective development themes and linkages, suggesting the absence of defined and comprehensive development focus. The S.S. Moyie restoration project provides an example of successful tourism development in Kaslo. However, the Moyie is isolated within the framework of community-based historic resources and the total tourism system in Kaslo. The S.S. Moyie has no explicit relationship to other historic resources (Sandon, Historic Ghost Towns), nor does the project demonstrate cooperative linkages with other tourism related products in the community (community or historic tour packages, the maintenance and upgrading of Kaslo Beach). The isolated tourism projects at site specific scales have overemphasized the separateness of touristic elements in Kaslo and have failed to optimize tourism resources.

- **Ineffective management of influencing external factors**

Several of the externalities (government policies and programs, labor, entrepreneurship, competition, finance) present opportunities for stimulating the process of community tourism development. However, as noted in Chapter 6, the positive potential of the components of the external system influencing the functioning tourism system in Kaslo has not been maximized. The piecemeal approach to tourism planning in Kaslo is characterized by factionalization and has manifest limitations in coordinated, tourism specific organization and leadership. As a result, the internal capacity to execute change to benefit the community as a whole and capitalized on the positive aspects of external forces has been diminished.

- **Duplication of effort**

Fragmentation in the tourism planning process in Kaslo suggests isolation and a lack of cooperation. Without equitable access to information among those participating in tourism related planning and development initiatives, recognition of the specific approach and the activities of individual tourism related interest groups is limited. Without defined information linkages, there is a propensity among the tourism related special interest groups in Kaslo for repetition of activities and duplication of effort. (*Tourism Related Interest Group Self Report Survey, 1991 - Appendix A*) A stated example of administrative repetition involves application to the Employment Plus Program. Several community-based groups sought employment related funding for individual projects. However, rather than producing a single consolidated application to the Ministry of Social Services, a series of individual applications were made on behalf of the community. (*Key Informant Interview, 1990*)

- **Inadequate representation of community tourism goals to public sector**

While the scale, focus and processes of the individual tourism programs and initiatives (CTAP, Regionalization Initiative) effecting tourism development in Kaslo vary, each require and assume the presence of an established regional or community-based tourism organizational system to represent collective tourism related interests and priorities. To ensure fair and accurate representation of collective community-based tourism goals and objectives, the onus is on individual communities to recognize the potential benefits of accessing the existing provincial and regional organizational structure through an established organizational framework.

Because the current organizational system in Kaslo is fragmented, Kaslo has received little identifiable direct benefit from provincial, regional, or community-based tourism development programs and initiatives. The tourism related interest groups have not recognized the interrelated nature of tourism planning and development, both in terms of internal community-based relationships and hierarchical provincial and regional associations. Consequently, a formal community-based organizational system, representing the collective community tourism interests and priorities has not been developed, and potential tourism planning and development opportunities and initiatives have not been effectively accessed.

- **Competition for scarce resources**

Volunteer support and working capital have been identified as scarce resources in Kaslo. (*Tourism Related Interest Group Self Report Survey, 1991 - Appendix A*) The presence of a variety of independent interest groups with individual projects and priorities has resulted in factionalization of human and financial resources. The sum of accessible human and financial resources (volunteer time, effort and money) are distributed thinly (and potentially inequitably) on a per project or per interest group basis. Because of the absence of a framework for collaboration and the limited supply of resources, competition between interest groups for human and financial resources is inherent. For example: the S.S. Moyie restoration project, thorough individual fund raising initiatives and public sponsorship, has received a high degree of financial assistance. In response, some members of the community have express resentment with regard to the disproportionate amount of funding dedicated to the Moyie project, suggesting that the money could have been more effectively used in a series of smaller projects that would benefit a broader base of the community. (*Key Informant Interview, 1990*)

- **Absence of a mechanism for public participation in tourism planning process**

Because tourism planning in Kaslo is conducted within the larger framework of special interest groups, affiliation with an existing organization is requisite to individual participation in the process of community tourism planning. Members of the community (public at large, tourism related business persons) specifically concerned with issues of tourism and tourism development currently have no vehicle for contribution, ultimately limiting the volunteer potential of the community. Direct involvement in the planning process by the host community fosters support of development initiatives. (*Moulin, 1987*) However, in the context of Kaslo, the absence of a forum for equitable participation in the tourism planning process has diminished full endorsement of existing community development initiatives. For example: some members of the community expressed criticism regarding the direction of the S.S. Moyie restoration project, suggesting that refinements should occur in an effort to make the project a financial generator (on-board tea house or restaurant). Because the Moyie initiative is driven by a single interest group, community contributions were not incorporated into the development strategy. The result has been a further factionalization of the community and apparent animosity. (*Key Informant Interview, 1990*)

The constraints resulting from the existing approach to tourism planning have combined to stagnate the community tourism development process in Kaslo. Consequently, the collective goal of achieving community development and economic diversification through the expansion of the tourism sector (*Tourism Related Interest Group Self Report, 1991 - Appendix A*) has not been accomplished. Clearly, the traditional, self-interested approach to tourism has failed to provide the internal organizational strength required to maximize the tourism potential of the natural, human, cultural and historic resources present in Kaslo. To advance through a evolutionary process of development and utilize tourism as a vehicle to improve the quality of life in Kaslo, the existing approach to tourism planning and development must be revised.

The functioning tourism system and the process of tourism development in Kaslo involves a multi-dimensional composite of activities, industries and services; each with different priorities, development directions and rates of growth. The amalgam of community-based tourism related activities and interest groups collectively form a complex organizational system. Like other organizational systems (corporations, governments) confronted with issues of growth and development and the management of change, community tourism planning initiatives in Kaslo could benefit by employing the principles of integration in the planning and development processes.

Integration for Kaslo would involve the union of key community-based tourism related actors, public and private sector organizations and community representatives. By initiating collective working linkages, characterized by cooperation and shared information, individual roles and responsibilities, and mutual goals and interests would become apparent. An integrated collective specifically for the purpose of tourism planning would provide a forum whereby pluralistic values and priorities could be synthesized, new issues introduced, and common tourism development goals identified. Centralized tourism related organization and leadership, achieved through integration, would generate the internal strength required to effectively confront the uncertain external environment and maximize community-based tourism development opportunities. Multi-sectoral integration in the tourism planning process would foster the development of a structured organizational framework, ultimately creating a fortified whole.

Integration in the context of tourism planning and development in Kaslo would be characterized by a formal, multi-sectoral organizational system. Several tangible benefits would potentially result from a revised practical and philosophical approach to tourism planning and development in Kaslo. For example:

- With an established tourism specific association, tourism would become a community-based organizational priority, encouraging the development of an enhanced understanding of the nature and function of tourism in the context of Kaslo.
- An enriched understanding of the functioning tourism system in Kaslo would promote the collective assessment of the relationship between community-based tourism resources and tourism market, generating development strategies that maximize existing and potential tourism opportunities, satisfy market demands and maximize economic potential.
- The participation of a cross-section of the community, would foster a comprehensive approach to tourism planning and development whereby the broader needs and interest of the community would be addressed.
- Tourism development goals and objectives would be consolidated, prioritized and explicit, promoting complimentary development initiatives.
- Internal strength and heightened awareness, derived from a common foundation, would facilitate the development of strategies to effectively manage externalities influencing tourism and tourism development in Kaslo.

- Through an integrated organizational system, the process of tourism planning would become streamlined, preventing duplication of effort and activity.
- An integrated organizational framework for tourism planning would provide a defined mechanism for tourism related public participation and input.
- By providing a vehicle for public contribution and involving the community at large in the decision making process, the level of community-based support for tourism development initiatives would be enhanced.
- Integration would provide the opportunity to consolidate planning and development and effectively manage human and financial resources, thereby optimizing potential.
- A defined and integrated tourism organization, characterized by a comprehensive, community-based approach to tourism planning, would accurately and equitably represent community tourism goals and objectives to the hierarchical public sector tourism related organizational structure.
- The fusion of community tourism priorities, goals and objectives combined with an enhanced understanding of the tourism system would spawn the development of comprehensive, community-based information and promotional strategies.
- Multi-sectoral integration in Kaslo's community tourism planning process would provide a foundation for coordinated action.

By establishing an integrated organizational system for community tourism planning in Kaslo, "functional parts [are united] in ways that protect their individual integrity and also complement one another." (*Gunn, 1988*) An integrated approach to community tourism planning is an interactive process incorporating "information feedback, consultation, collaboration, and negotiation" (*Lang, 1988*) in the achievement of mutually determined tourism development goals. By employing the principles of integration a synergistic environment is created whereby the total effect is greater than the sum of effects when acting independently. In the context of community tourism planning in Kaslo, synergy achieved through the integration of key tourism related actors, interest groups and community representatives would facilitate the evolution of the community to a more advanced state and ultimately improve the quality of life.

7.2 A SUGGESTED APPROACH TO INTEGRATED TOURISM PLANNING FOR KASLO

7.2.1 Foundation

The suggested approach to integrated community tourism planning for Kaslo is essentially a hybrid, drawing from two planning models, namely: "Strategic Planning for Small-town Community Development" (*Perks and Kawun, 1986*) and an "Integrative Systems Model of Tourism Theory and Planning." (*Chadwick in Getz, 1987*)

Perks and Kawun suggest that, based on the influence of uncertain environments and the absence of assured growth in a small-town context, the traditional, regulative growth-management approach to municipal planning must be revised "into a growth-creating, willed-future" approach. According to Perks and Kawun, the principles of a strategic planning process best respond to the current demands of community development.

Two aspects of the "Strategic Planning Model for Small-town Community Development" are considered fundamental in the majority of strategic planning models. First, the strategic planning process is not based solely on goals, objectives and actions formulated from formal analytical research methods. Rather, "intuition, perceptions of issues (as distinct from objective data) and insights into 'solutions' and 'strategies' become the progenitors of the critical analysis tasks." Second, the "primary instrumental value" is the "corporate agency" (in this context the community). The strategic planning process is designed for the purposes of "corporate change and capacity-enhancement, for shaping, directing, focussing, programming and coordinating the efforts of the corporation in pursuit of its mission." Strategic planning in a community context involves the discovery, comprehension and recruitment of community capacity.

The strategic planning process put forth by Perks and Kawun (1986) involves four basic phases, namely:

- **Situational Analysis** - is based on perceptions of the community and issues within the community and formal analysis of elements influencing community development and evaluation of the trends of the 'outside world' affecting the future of the community. The Situational Analysis is characterized by a "S.W.O.T. Analysis" - "determination of the instrumental strengths and weaknesses within the community and the threats and opportunities presented by the external environment". (*Perks and Kawun, 1986*)

- **Visioning** - is the "creative imaging" phase of the process whereby the corporate entity (the community) identifies what they are, what they are doing and how they want to be. From this stage, mission statements reflecting philosophy and mandates reflecting approach emerge.
- **Scenarios** - are a means of "fleshing out strategy proposals." Scenarios are 'stories' about the future that may be based on quantitative predictions, qualitative judgements and/or a combination of the two. Generally written in the most-pessimistic, most-optimistic and most-realistic view of "macro conditions and events", scenarios provide schemes for goal achievement.
- **Action Plans** - "are concise prescriptions for implementation", providing practical aspects of programming, priorities and phasing. Additional considerations include: "organizing and enhancing community capacity" and "marketing, positioning and promotion."

According to Perks and Kawun (1986), a series of research techniques would complement the strategic planning process, most notable include:

- **Focus Groups** - comprised of representatives from the disparate organizations in the community, engaged to provide individual views, perceptions and beliefs, and to initiate broad support for the strategic planning process.
- **Market Research** - based mainly on quantitative information, designed to "test alternative strategic proposals that will lead to [feasible] action plans and [to] prepare the community for undertaking marketing and communication.

Key concepts in the "Strategic Planning for Small-town Development" include: "willed-future, survival, competition, community organization, cooperation, partnerships and planning" (*Perks and Kawun, 1986*)

Getz suggests that "a deep-rooted dissatisfaction with traditional tourism planning" exists, and that to effectively meet the contemporary challenges of tourism planning, the approach must be altered to bring about a "merging of development planning and more basic tourism research" to, "conceptualize planning in a way that fosters integration". (*Getz, 1987*)

Getz points to Chadwick's approach defined by the "Integrative Systems Model of Tourism Theory and Planning" as a rare example of a revised and integrative process of tourism planning. Chadwick's model is characterized by two, parallel planning streams, one theory-based and the other

process-based, each originating from a problem identification stage. The process side "resembles traditional problem solving approaches (goal formulation, evaluation of goals, evaluation and selection of alternative, implementation), except that it incorporates continuous feedback to the problem identification stage and continuous interaction with the research stream." (Getz, 1987)

The parallel tourism theory stream begins with identification and description of the nature and function of the components of the tourism system. The next series of theoretical stages involve, "the project[ion] and test[ing] of future scenarios with and without the imposition of planning controls". These stages provide a means of assessing how the process should be controlled and yields strategies for attaining goals. The interactive nature between the process stream and the theory stream provides a means for continuous monitoring and evaluation, posing the question, "[does] the action achieve the objective?" and providing recourse, "if not, what was it we did not understand about the system?" (Getz, 1987)

7.2.2 Approach

The 'Integrated Approach to Community Tourism Planning for Kaslo' was developed by the researcher to provide the community of Kaslo with a formalized organizational framework for integrated community tourism planning and development. It is a suggested, tourism specific, planning process given ideal circumstances in the community (presence of community-based leadership, perception of need, sufficient level of interest and participation). The planning process is based on a modular approach involving a series of progressive, procedural steps, each with specific actions and desired outcomes. Accompanying many of the individual planning stages are interactive, participatory workshop or meeting sessions, designed to educate, motivate and involve community-based participants. To maintain rhythm and flow, the planning process would ideally occur over an eight month period. Planning during the 'school year' when individuals are more likely to remain in the community (September to April), may enhance participation. With one procedural step undertaken per month, the implementation phase would be initiated in May, the onset of the tourist season.

The design of the proposed 'Integrated Approach to Tourism Planning for Kaslo' was influenced by the conceptual principles of strategic planning, integrative tourism planning and the conditions specific to Kaslo derived from researcher knowledge. The process attempts to encourage community 'buy-in', support and participation through the provision of open, town hall meetings. The creation of an Integrated Tourism Task Force, blends the disparate tourism related interest groups in Kaslo, ensuring equitable representation. A group dynamics workshop establishes a framework for an

interactive, team approach while encouraging cooperation and commitment among the team members. By providing a theoretical foundation of tourism systems, theory and process are linked. Both qualitative (local wisdom, perceptions) and quantitative (market research, trend analysis) are employed as analytical tools. The visioning exercise facilitates "creative imaging" (*Perks and Kawun, 1986*), guiding the Task Force in the determination of mission, mandate and the identification of goals and objectives. The suggested process for Kaslo has notably omitted the generation of scenarios as a means of developing and testing strategies. Contextually, scenarios were considered to be too complex. Instead, tourism development strategies for the community are based on the relationship between the goals for a desired future (visioning, goal formulation), the nature of tourism systems (tourism system workshop) and the issues and forces facilitating or stagnating development of the tourism sector (information synthesis). The second open, town hall meeting is designed as a mechanism to generate additional community support and volunteerism for the formulation and execution of action plans.

The entire process is characterized by scanning and continuous monitoring functions to be undertaken by the Integrated Tourism Task Fore. Scanning provides a means of observing the status of the components that influence tourism in Kaslo, if change occurs, the specific elements of the process can be adapted to manage the change. Continuous monitoring involves the evaluation of the success of each procedural step, providing the opportunity for the injection of additional information and/or theory, or an alteration in the process approach.

The suggested integrated process for tourism planning and development in Kaslo is predicated on two assumptions. First, that the leadership to initiate the process exists within the community. In the context of Kaslo, the necessary leadership could assume a variety of forms, including: a committed community member; a tourism related stakeholder from the private sector; a tourism related public or non-profit interest group; or, an external agent contracted by one of the former. Second, that the community-based leadership is characterized by an understanding and acceptance of the conceptual preconditions (detailed in Section 7.3) requisite to organizational integration.

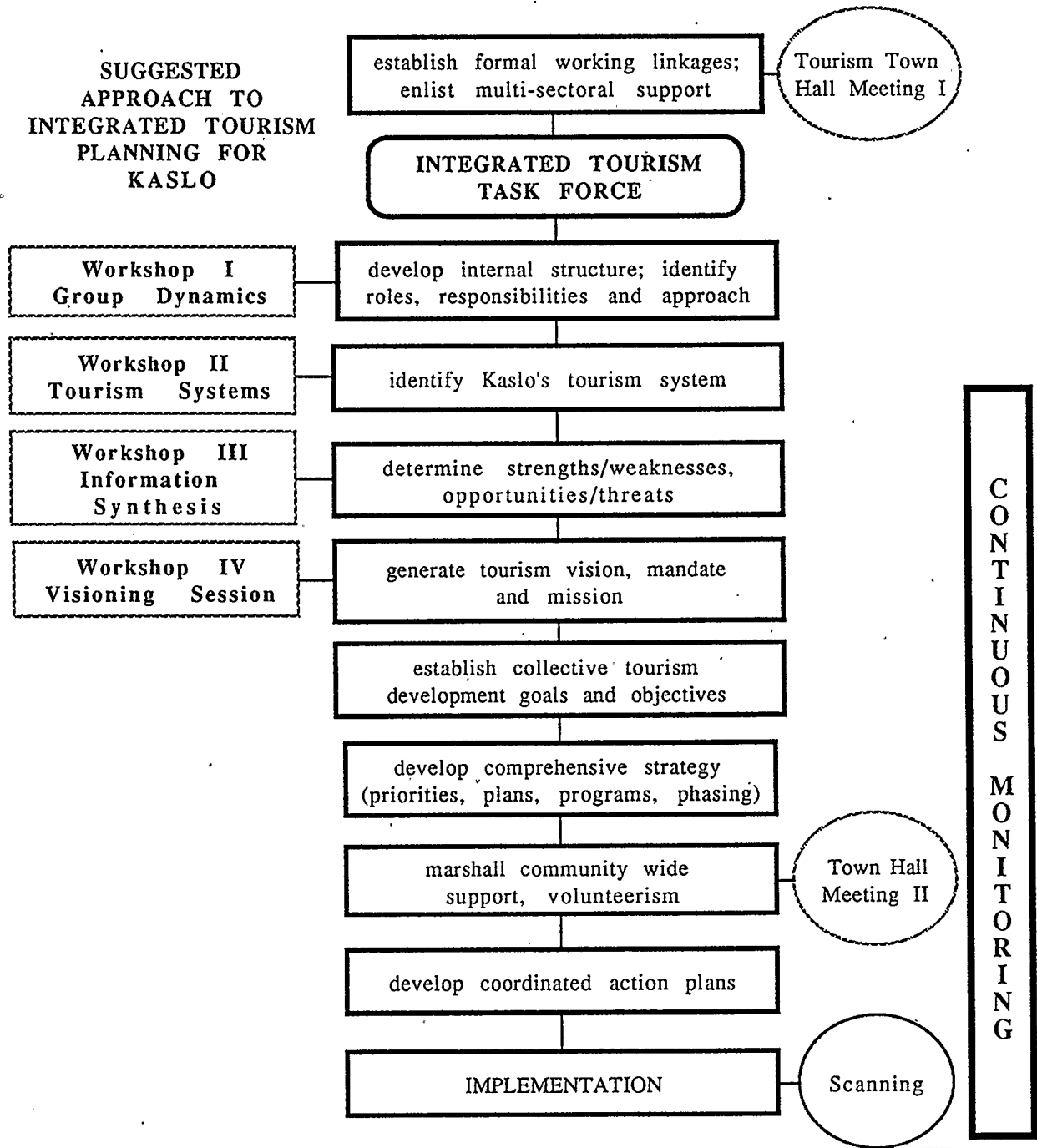
The conceptual objectives of the 'Integrated Approach to Community Tourism Planning for Kaslo' are:

- to provide a formalized, tourism planning process for community-based tourism development
- to establish an integrated, tourism specific organization to drive the planning process

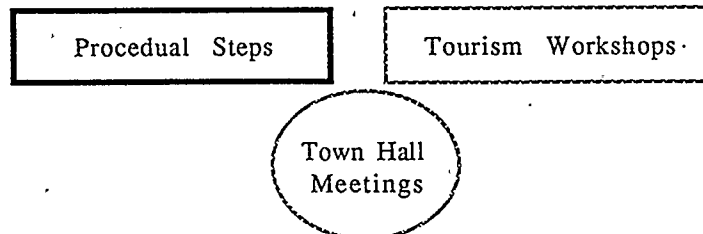
- to supply a mechanism for public participation and input in the tourism planning process
- to serve a community-based, tourism related educative function.

Critical to the success of the suggested approach to tourism planning for Kaslo, regardless of the form of the initiator, is the intervention of an objective external agent with expertise in tourism. The external planning would act as a facilitator/educator, providing the participants with a theoretical foundation of tourism, aiding with the contextual application of tourism principles and guiding the participants through the planning process. The onus would be on the process initiator to secure and generate funding for an external planning agent to facilitate to planning process. Sources for a planning agent could potentially include: B.C. Tourism; tourism departments at universities; or, private consulting firms. The suggested 'Integrated Approach to Community Tourism Planning for Kaslo' is graphically represented and detailed as follows:

**SUGGESTED
APPROACH TO
INTEGRATED TOURISM
PLANNING FOR
KASLO**



LEGEND



STEP I

Objectives - The specific objectives of this initial phase of the community tourism planning process for Kaslo are threefold, namely: to enlist multi-sectoral support for a formalized tourism planning process and community-based tourism development; to establish formal, tourism specific working linkages between tourism related stakeholders, interest groups and community members; and, to provide a mechanism for equitable information, participation and representation.

Approach - To achieve the objectives identified, a vehicle for generating multi-sectoral support and participation must be established. In an effort to provide equal opportunity for participation, an open tourism forum in the form of a Town Hall Meeting has been selected as the introductory phase of the process. To generate interest and attendance, a local marketing campaign (advertisements in the local paper, flyers in public places) informing the public of the purpose, location and time of the meeting would be required. Formal invitations would be extended to key tourism related interest groups and stakeholders to ensure multi-sectoral representation.

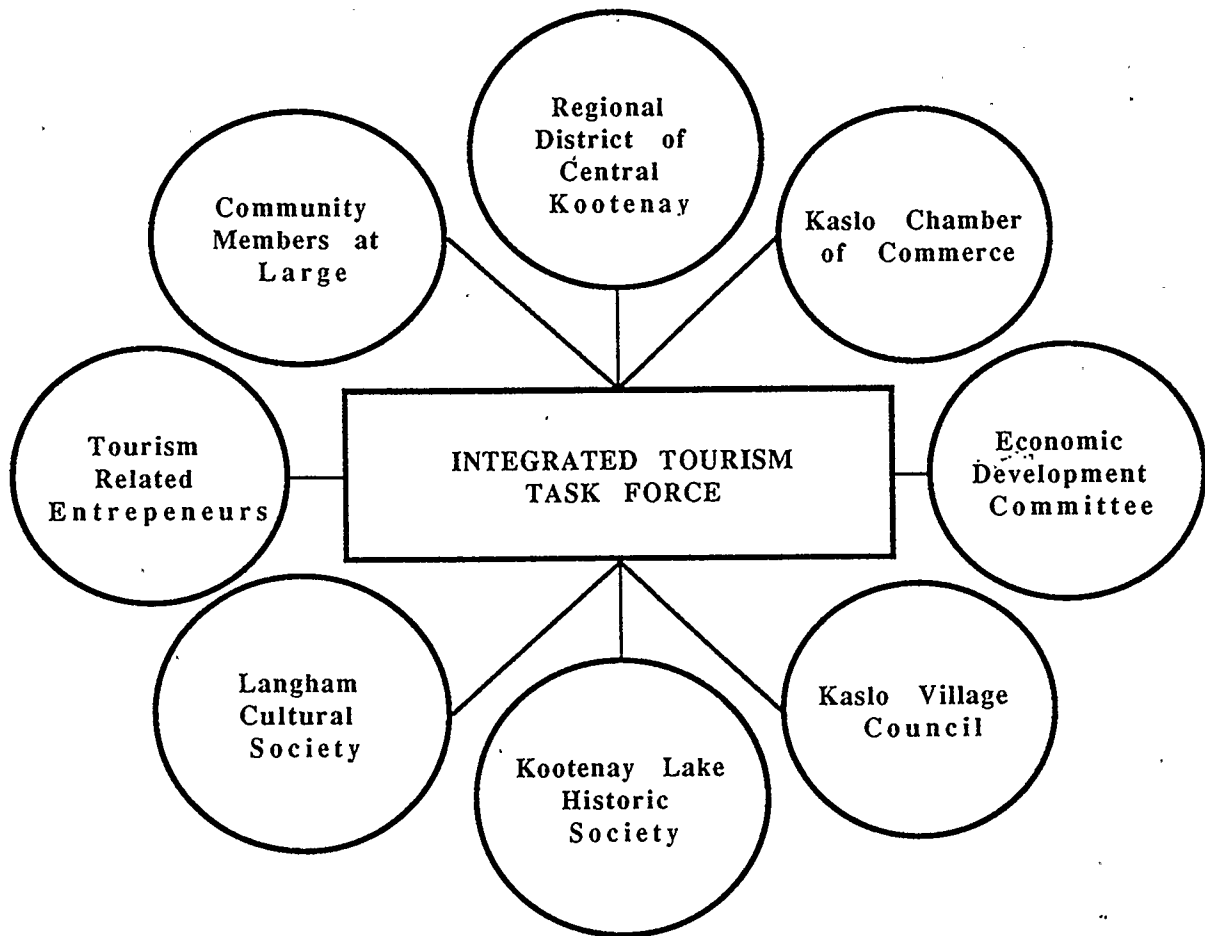
The Tourism Town Hall Meeting would be an information/education session whereby the primary speaker (external tourism agent) would discuss the concept of community tourism development as a means of achieving economic diversification and community enhancement in Kaslo. The role of tourism planning, with a view to elucidating the benefits of cooperative integration, would be discussed. Finally, a 'recruitment' exercise would marshal multi-sectoral volunteers to participate in the planning process.

The outcome Tourism Town Hall public forum would be twofold. First, by providing a revised understanding of the potential of tourism, the seed of interest in community-based tourism planning would be equitably planted in the various sectors of Kaslo, generating an environment of support for tourism planning and development, and initiating tourism as a community-based development priority. Second, committed volunteers would form an 'Integrated Tourism Task Force' to guide the planning and development processes in Kaslo.

INTEGRATED TOURISM TASK FORCE

Nature - The Integrated Tourism Task Force for Kaslo would be a dynamic and interactive task-oriented action group founded on the traditions of "social learning". (*Friedmann, 1987*) Ideally, the Task Force would involve fewer than a dozen persons, providing representation from the disparate parts of the existing tourism related organizational system in Kaslo.

**COMMUNITY-BASED INTEREST GROUPS REPRESENTED BY MEMBERSHIP IN THE
PROPOSED INTEGRATED TOURISM TASK FORCE**



Approach - "The principle focus of the social learning approach is on action [purposeful activity] within the actor's own environment". In the context of an Integrated Tourism Task Force for Kaslo, the Task Force members would engage in a planning process (purposeful activity) for community tourism development (the collective environment). The action "calls for a strategy and tactics that will guide the actor through the action itself." Consequently, the suggested approach to tourism planning involves a series of progressive steps, or defined tactics, designed to guide the Task Force through the process and achieve a desired outcome - an action strategy for tourism development in Kaslo. (*Friedmann, 1987*)

"In the social learning tradition, actor and learner are assumed to be one and the same. It is the action group that learns from its own practice." By cooperatively working through the tourism planning process, the participants learn of the individual priorities and concerns of the represented interest

groups, the mutual interest and goals of the collective, while simultaneously achieving the desired outcome. (Friedmann, 1987)

The suggested planning approach is characterized by "single-loop learning", a continuous monitoring function to ensure that the progressive phases of the are effective, allowing for "a simple change in the tactics... to solve a given problem." The integrated and cooperative nature of the Tourism Task Force may as well facilitate "double-loop learning", "an adjustment of norms governing the action process [and/or] a change in the actor's theory of reality, values and beliefs." In the context of the Integrated Tourism Task Force for Kaslo, equitable representation from key community-based interest groups in an environment of cooperative action provides the opportunity for mutual recognition of the potential need for altering individual agendas and attitudes to reap the benefits of collective goals. (Friedmann, 1987)

STEP II

Objectives - Central to the ultimate success of the community tourism planning process is the creation of an open, effective and democratic working environment. In response, the objectives of the second phase are: to provide information regarding the techniques and philosophy of group dynamics; to develop a formalized organizational structure for the Integrated Tourism Task Force; to identify the individual roles and responsibilities of the team members; and, to establish a defined philosophy of an approach to group conduct.

Approach - The integrated, multi-sectoral nature of the Tourism Task Force is unique in the context of tourism planning in Kaslo. To develop an integrated internal structure characterized by successful group dynamics, an interactive workshop session (Workshop I - Group Dynamics) conducted by an objective external agent has been identified as the most effective means for achieving the objectives.

The key to establishing an effective organizational framework that maintains a common focus without forfeiting the individual character of the participants is providing an explicit definition of internal procedure. In response, the role of the external agent would be twofold, namely: to introduce the concepts of group dynamics to the team through an instructional session; and, to guide the participants through a process whereby the internal structure, approach to interaction and individual responsibilities are identified.

The Group Dynamics Workshop would provide the Integrated Tourism Task Force with a mechanism for interaction. By developing a defined internal structure and organizational system for integrated community tourism planning, ground rules for transactions among stakeholders, techniques for bargaining and negotiation and methods of conflict resolution would be clearly established. In addition, the cooperative nature of the exercise would encourage social expansion and learning, setting the tone for the remainder of the process.

STEP III

Objectives - An understanding of the conceptual and functional nature of tourism systems provides a framework for approaching tourism planning and development contextually. To establish a common theoretical foundation, applicable to the tourism planning process, the objectives of the third stage are: to achieve a mutual working knowledge of the nature of tourism and the role of tourism planning as relevant to the community tourism development process; to identify the structural components of tourism systems, emphasizing inherent interdependencies; to address the notion of "meta-problems"; and, to specify the functioning tourism system in Kaslo.

Approach - In an effort to educate the Task Force participants and facilitate the contextual application of tourism information, an interactive "Tourism Systems" workshop session is the suggested format for achieving the objectives of phase three. Because Kaslo lacks tourism specific experts, an external planning agent well versed in the practical and theoretical aspects of tourism and tourism planning is essential to the success of the workshop.

Initially, the external agent would assume the role of expert, providing the planning team with information relevant to the objectives. Once a common conceptual foundation had been established, the role of the external agent would be that of facilitator/enabler, guiding the team members through the application of the conceptual principles of tourism to a Kaslo specific context.

The workshop session would provide the Task Force planning team with a common conceptual organizational framework for confronting the complex issues relevant to tourism planning and development in Kaslo.

STEP IV

Objectives - A rigorous evaluation of the condition of and relationship between the components influencing tourism development in Kaslo provides the planning team with a means of "assessing the capacity for influencing the future"; a framework for developing realistic goals and objectives; and, a foundation from which strategies for overcoming obstacles can be devised. (*Perks and Kawun, 1987*)

In response, the objectives of the fourth stage of the suggested planning process are: to determine the existing and potential community-based strengths and weaknesses relevant to tourism development in Kaslo; to identify the opportunities and threats, presented by the uncontrolled environment; to define existing and potential tourism markets and market characteristics; and, to evaluate the existing and potential community-based tourism product in relation to the market assessment.

Approach - A two day "Information Gathering" workshop has been selected as the method for collecting, filtering and organizing the information relevant to the tourism planning process. The workshop objectives offer a natural division between an analysis of the tourism related situation (modified SWOT Analysis) and a product/market matching exercise. Consequently, the format of the workshop would be separated into two, day long sub-sessions responding to the content. Information required for the sessions would be both formal (market research, trend analysis, tourism data) and informal (perceptions, opinions) in nature. To ensure an adequate and equitable level of preparation, the individual team members would be responsible for gathering and reviewing specific portions of the necessary research material prior to the workshop. In addition, the Task Force participants would be requested to consider and identify their individual perception of tourism related strengths/weaknesses, opportunities/threats, in advance of the session.

An external planning agent would facilitate the Information Gathering workshop. During the initial sub-session, the team would be divided into several small learning groups and requested to discuss and identify the community-based strengths and weaknesses relating to tourism development. "The correctness of fact" is not important, "but rather how the community sees itself". (*Perks and Kawun, 1987*) Consequently, the planners primary role in the initial session would be to guide the group in the expression of perceptions and beliefs. The entire team would then share information, identifying commonalities and generating a consensus regarding the community-bases strengths and weaknesses. The consensus building process would be repeated in the determination of opportunities and threats for community tourism development in Kaslo.

Through the collective expression of the strengths/weaknesses and opportunities/threats relating to development of the tourism sector in Kaslo, mutual recognition of the attitudes and opinions of the individual group members would be encouraged; commonalities and shared perceptions would be elucidated; and, strategies for the management of opportunities, mitigation of threats and the maximization of community tourism potential would emerge.

The second day of the Information Gathering workshop would involve a market analysis based on the individual research provided by the team members. During the session, the external agent would act as both facilitator and expert, guiding the participants through the research and assessment, and offering informed insights. Following presentation of the research material (gathered prior to the session), participants would make collective, informed assumptions regarding: existing and potential community tourism markets; influence of competition; contextual impact of tourism trends; market profiles (motivation, mobility, characteristics); and, market demands. Given an enhanced comprehension of the tourism market in Kaslo and integrating a conceptual understanding of the relationship between supply and demand, the team members would re-evaluate the community-based tourism product supply with a view to identifying and defining applicable markets.

The final stage of the workshop session would involve the synthesis of the information, theory and analysis acquired thus far. To direct the team's thinking toward the latter stages of the planning process, the planning agent would assist the Task Force in posing a series of questions relevant to the identification of tourism development goals and objectives, and the generation of a community tourism development strategy, for example: What do we have to offer? ; Who wants what we have to offer? Why? ; How can we reach them? ; What can we do to make what we have more attractive? ; What does the community have to change to make it more attractive? ; How can we change it? ; What will help us change? ; What is preventing us from changing?

STEP V

Objectives - Engaging in a visioning session allows the team members to incorporate the collective knowledge and enhanced understanding of the circumstances of community tourism in Kaslo in the projection of a desired future state. The objectives of the fifth phase of the planning process are: to generate 'creative imaging' regarding the future of the community and the community tourism sector; to identify the key characteristics of the imagined future; to determine the role and philosophy of the Task Force in achieving the future through the generation of a mission statement; and, to establish an explicit mandate or statement of intent to direct the team through the remainder of the planning process.

Approach - The visioning exercise would take the form of a creative imaging exercise. Individual team members would be requested to present to the group an unrehearsed, normative version of 'A Walk Through Kaslo in 2010'. Through experiential descriptions, the stories would reflect the physical, economic and social nature of the community. During the story-telling, the other team members would note the specific characteristics described. Following the stories, the external agent would aid the team in determining the common features of the individual descriptions, emphasizing the role and state of tourism in the community in the future. The exercise would ultimately establish a collectively generated vision of community-based tourism development and elucidate the relationship between the community-based issues and tourism development. (*Bryson and Einsweiler, 1988*)

Once the vision of community tourism was established, the planning agent would encourage the mutual consideration of the Integrated Task Force's role and philosophy in achieving that future. The facilitator would pose a series of questions - What are we in the business of doing?, What principles and philosophies guide us?, What are our goals?, What is our purpose? - to inspire a re-assessment of the team. The answers to the questions would be synthesized and incorporated into a explicit mission statement. The team's mission would define the nature, principles and purpose of the organization, ultimately guiding and influencing the collective approach to the planning process.

Following the mission definition, the team, assisted by the external planner, would develop a mandate. The mandate would be an explanation of organizational goals achievement.

STEP VI

Objectives - The sixth step marks the end of external intervention in the planning process. To this point, the planning agent has facilitated the team in developing a broad foundation of theory, process, information and approach. With this base, the team has the knowledge and skills to initiate and complete the community tourism development plan.

Goals and objectives form the cornerstones of the planning process, expressing the desirable direction for progress. (*Hodge, 1986*) In the context of the Task Force for Kaslo, the goals and objectives for community tourism development would be directly influenced by the vision of a desired future generated during the visioning session. The objectives of phase six are: to establish explicit tourism development goals reflecting the collective aspirations of the community, statements representing a "willed future" (*Perks and Kawun, 1986*) ; and, to identify specific objectives explicitly defining what the planning process seeks to attain.

Approach - To formulate explicit tourism development goals and objectives, the Task Force, guided by the principles of group dynamics, would engage in an interactive group discussion session. The articulation of goals would be based on an understanding of the relationship between product and market (*Moulin, 1987; Gunn, 1988*) and the image of a desired future (*Perks and Kawun, 1987*) provided by the visioning session. The goals would be broad based statements of intent [*to stabilize, restore and develop the historic resources in Kaslo and surrounding area*], reflecting the ambitions and values of the team as representatives of the community. The tourism development objectives would be specific statements of intent, defining the means of attaining goals [*to initiate a Main Street Revitalization, to establish an interpretative tour of historic resources in Kaslo and surrounding area*].

STEP VII

Objectives - Strategies for tourism development identify how goals and objectives will be achieved. Development strategies employ tactics to capitalize on strengths and opportunities, and to mitigate weaknesses or threats. (*Perks and Kawun, 1986; Getz, 1987*) In response, the objectives of the seventh phase of the planning process are: to formulate strategies for goals achievement; and, to identify priorities and phasing relating the stated objectives.

Approach - The technique employed to generate tourism development strategies would be "brainstorming". (*Bryson and Einsweiler, 1988*) This approach would access the team's intuition and interpretation of the information and theory gleaned during the previous stages of the planning process.

During the brainstorming session, objectives for tourism development would be considered individually. Within a defined time frame (10 minutes), the planning team would freely and spontaneously propose ideas for achieving the specific objective [*access provincial funding for Main Street revitalization, develop a committee of business people along Main Street to drive the process*]. The brainstorming process would be repeated for each of the objectives identified. When the brainstorming process had been completed, the 'achievement suggestions' would be individually reviewed in relation to the strengths/weaknesses, opportunity/threats identified in the Information Synthesis. Based on the assessment [*funds for revitalization initiatives are available through the Ministry of Municipal Affairs, business people along Main Street have a history of dissent and fragmentation*], the suggestions would be ranked according to their feasibility. The combination of the most feasible ideas would form the logic for the individual tourism development strategies

[committee of volunteers would be formed to access the Downtown Revitalization program and manage the project].

To establish the priorities and phasing of the tourism development strategy, the objectives would be evaluated in relation to the nature and interrelationships of the tourism system in Kaslo. The objectives considered individually beneficial, readily attainable and capable of initiating a series of positive development outcomes throughout the tourism system would become first phase priorities *[Main Street Revitalization would: encourage tourist traffic; initiate development of complementary tourist services - walking tours; promote business along Main Street; act as a catalyst for other revitalization initiatives - Victorian homes].*

STEP VIII

Objective - A fundamental principle of the integrated approach to tourism planning for Kaslo is that the process is driven by a representational cross-section of the community. To ensure the process reflects the collective ambitions of the community, the objectives of the eighth stage of the planning process are: to provide a mechanism for public participation and input; to update the community on the progress of the planning process; to encourage community-based support for tourism development; to marshal community-wide volunteerism; and, to generate partnerships for action.

Approach - The approach identified as the most effective means of achieving the objectives was an open, town hall meeting. As with the first town hall meeting (Step I), a local publicity campaign would be initiated to generate interest and attendance, and to inform the public of the location, date and time of the meeting.

The meeting would be coordinated and facilitated by the Integrated Tourism Task Force. A presentation illustrating the planning process would be provided, detailing the objectives, approach and outcome of each phase. Special attention would be paid to goals, objectives and the strategies for achievement, emphasizing the potential for community-wide benefits (economic diversification, community enhancement). By 'selling' the process and plan to the community, an environment of community support would be established. This would be followed by a question, comment and answer forum, providing the public with an opportunity to offer insights and suggestions. The final phase of the public meeting would be a 'recruitment session' whereby the team members would solicit volunteer support for the development and execution of actions plans.

By encouraging public input into the planning process, the Task Force is provided with a means of evaluating the validity and value of the planning process. Following the meeting, the team would assess the plan in relation to the suggestion offered by the public and integrate the advice into the plan to better reflect the collective ambitions of the community.

STEP IX

Objectives - The cooperative formulation of action plans provide a detailed approach for implementing development strategies and function as a means of generating community-based partnerships in action. (*Perks and Kawun, 1986*) Consequently, the objectives of the ninth stage of the planning process are: to establish sub-committees responsible for the generation of individual action plans; and, to identify the specific elements required to implement individual development strategies and to achieve tourism development objectives.

Approach - Developing action plans would be a multi-stage process beginning with a meeting between the members of the Task Force and the additional volunteers recruited during the public forum. The team would discuss the objectives and strategies designated to the first phase of the development process. The enlistees would then be requested to volunteer, based on interest and applicability, as participants on individual project teams.

Each of the sub-committee, project teams would include representation from members of the Integrated Task Force. The Task Force representatives would assume the role of experts/coordinators in the individual action plan development processes. Prior to the formulation of the action plans, The Task Force members would provide an overview of the analyses derived during the Information Synthesis workshop. Once a common information base had been established, the specific strategies for objective achievement would be reviewed. Subsequent to the information session, the action team would collectively determine the actions, consistent with the information and research assessment, necessary to implement each of the strategies [*develop a proposal accessing funding for Main Street revitalization*]. Finally, the details of the plan for action (what, where, when, how) would be identified and individual responsibilities assigned [*members X&Y will assess the criterion and specifications of the Downtown Revitalization Program and generate a proposal for funding to be presented to the Ministry of Municipal Affairs by ? date*].

The action planning process would be ongoing, with the individual action teams meeting on a regular basis to share information and update the team participants on individual progress. The action team meetings would re-establish linkages, maintain collective focus and provide an opportunity to assess

the effectiveness and validity of the action steps. By continuously monitoring the process, if actions were considered ineffective the process and logic involved in determining the action could be re-evaluated and altered where necessary.

Following the initiation of the action planning stage of the process, the nature of the Integrated Tourism Task Force would change. With the 'task' of preparing a plan for tourism development in Kaslo completed, the Task Force, structurally remaining in tact, would evolve to a 'Tourism Advisory Committee'. The Tourism Advisory Committee, meeting on a regular basis, would exchange information and update the progress and activity of both the individual action planning teams and the tourism related interest groups in the community (the interests whom the individual Committee members represent). By centralizing the tourism planning function in the community, through the retention of an integrated organizational structure, the consistency and cooperation characterizing the the tourism planning process would be maintained.

The role of the Integrated Tourism Advisory Committee would essentially be twofold: to monitor the potency of the development plan and the community tourism development process; and, to examine the fluctuations in the factors influencing tourism, assessing the impacts in a community-based tourism context. By engaging in continuous monitoring and scanning processes, the tourism development plan (objective, strategies, actions) can be altered to more effectively achieve the desired outcomes or adapted to reflect changes in the tourism related environments.

7.2.3 Measures of Success

In the context of tourism planning in Kaslo, any move away from tourism related organizational fragmentation toward cooperative, multi-sectoral participation would be considered progress. Because the outcomes and impacts of an integrated community tourism planning process may be intangible (enhanced understanding, improved attitudes and perceptions), quantifiable measurability may be limited. However, with the modular and progressive planning process suggested, certain tangible outcomes can be anticipated at specific stages of the process. Therefore, to evaluate the success of the suggested approach to integrated community tourism planning for Kaslo, four progressive 'performance indicators' or tangible achievements have been selected as measures of the effectiveness of the process.

- | | |
|-------------------|--|
| Indicator | - Establish an 'Integrated Tourism Task Force' |
| Time Frame | - 1st month |

The creation of an Integrated Tourism Task Force demonstrates a shift from the prevailing isolationist attitude toward a revised cooperative spirit. The first tangible outcome of the process indicates the effectiveness of the Tourism Town Hall Meeting in generating support and establishing a formal, tourism specific organizational structure.

- | | |
|-------------------|---|
| Indicator | - Generate collective tourism development goals and objective |
| Time Frame | - 6th month |

The generation of collectively determined tourism development goals and objectives indicates two procedural accomplishments, namely: the ability of the process to provide a theoretical and practical tourism related foundation from specific and realistic goals and objectives can be determined; and, the development of mutual awareness and recognition of shared ambitions among the individual participants.

- | | |
|-------------------|--|
| Indicator | - Formulate comprehensive tourism development plan |
| Time Frame | - 8th month |

By formalizing and documenting community-based tourism development goals, objectives, strategies and action plans; the planning process provides a tangible framework for the implementation of tourism development projects and ongoing direction for the tourism development process.

- | | |
|-------------------|---|
| Indicator | - Initiate tourism development projects |
| Time Frame | - ongoing |

The ultimate indication of the success of the suggested approach to community tourism planning for Kaslo, would be the initiation of a series of tourism development projects that reflected the collective ambitions of the community and maximized community-based tourism potential.

7.3 CONCEPTUAL PREDISPOSITION FOR INTEGRATION

A change from the traditional, fragmented approach to organizational planning and management to a cooperative, integrated process begins with a shift in the conceptual framework of the individual interest groups. An adjustment in an individual conceptual framework must come from within - a recognition among the disparate organizational parts that the existing philosophy and approach to organizational planning and management does not fully satisfy potential. Based on an understanding of the existing conditions in Kaslo, requisite to a move away from the fragmented approach to

tourism planning and management toward integration is the acceptance of several conceptual preconditions among the individual tourism related interest groups, namely:

- **Recognition that the processes of tourism planning and tourism development and interrelated and interdependent.**

The functioning tourism system in Kaslo, and ultimate success of the community tourism sector, relies on the maintenance of the delicate balance and linkages between the structural tourism components. Currently, the efforts and priorities of the key tourism stakeholders and tourism related interest groups in Kaslo focus on specific aspects of the functioning tourism system (provision of tourism services, development of tourism attractions). However, because of the systematic nature of tourism systems, fluctuations in a single functional component alters the nature of the other related elements. Consequently, the tourism related stakeholders must acknowledge that although their particular tourism interests are limited to a specific aspect of tourism, all facets of the community tourism system directly influence the ultimate outcome of individual tourism development initiatives. In addition, because all elements in the functioning tourism system are interrelated, the activities of the individual stakeholders involved in the specific aspects of community tourism (product development, service, transportation) are interdependent. Intervention by a single actor in the tourism system influences the response of all other related actors.

- **Understanding that issues related to community tourism development in Kaslo are not limited to the tourism sector - recognition that the community, through tourism, is addressing "meta-problems".**

Tourism and the community tourism industry represent a segment within the overall function of community, regional, national or international socio-economic system. Therefore, in the context of Kaslo, the expansion of the tourism sector is directly linked to a series of other functional aspects of the community as a whole. The existing economic climate in Kaslo, characterized by reliance of delicate and depleting natural resource based industry, has generated a series of obstacles that threaten the stability of the community - "meta-problems". Community tourism development in Kaslo has the potential to stimulate change in the existing community structure thereby achieving economic diversification, facilitating community enhancement and generating community-based employment opportunities. Consequently, in a wholistic sense, the tourism related stakeholders must recognize that by confronting issues influencing the process of community tourism development in Kaslo they are simultaneously addressing broader, more complex issues of collective community-based development.

- **Acknowledging that no single group is responsible for multiple problems.**

Because of the existing nature of the tourism planning organizational system is fragmented, individual stakeholders and tourism related interest groups are addressing issues of tourism, and ultimately issues of community socio-economic development, on an isolated basis. However, the problems currently confronting Kaslo are too complex to be overcome by an individual segment of the community. Consequently, to develop effective and comprehensive tourism development strategies that address the broader community-based "meta-problems", tourism related stakeholders must relinquish attitudes of sole responsibility.

- **Recognition of mutual interests and collective goals.**

The tourism related interest groups have individually expressed the desire to achieve economic diversification and community development through the expansion of the community tourism sector. (*Tourism Related Interest Group Self Report Survey, 1991 - Appendix A*) However, the organizationally specific priorities and interests of the individual interest groups have superseded mutual recognition of commonalities. To achieve integration, interest groups and stakeholders must recognize that while specific organizational foci and approach vary, underlying commonalities and shared visions exist.

- **Acknowledgment of the potential benefits of unity.**

To embrace the conceptual principles of integrative tourism planning, key tourism related actors and organizations must become mutually aware of the inadequacies of the existing planning approach and recognize the need for revision. The concept of synergy, enhanced benefits of a collective effort, must be understood and accepted.

7.4 CONTEXTUAL BARRIERS TO INTEGRATED TOURISM PLANNING IN KASLO

The suggested approach to integrated tourism planning for Kaslo has demonstrated a process whereby the negative consequences of the existing approach to tourism planning could be mitigated and the potential benefits of multi-sectoral, cooperative community tourism planning and development (Section 7.1) realized. Conceptually, the advantages of employing a comprehensive tourism planning approach are clear. However, based on an understanding of the current circumstances and dynamics in Kaslo, several barriers preventing the initiation of a formalized integrated tourism planning exist, namely:

- **Absence of conceptual predisposition for integration**

As noted in Section 7.3, the move toward integrated tourism planning is born from a mutual recognition among the disparate organizational parts that the existing approach to organizational planning and management does not fully satisfy community-based tourism potential. The tourism related interest groups in Kaslo have reached a mutual understanding of the need for progress in the tourism sector. However, the interest groups characteristically favor additional organizationally specific tourism development initiatives as a means of expanding the community tourism sector. The conceptual approach to achieving community tourism development proposed by the individual tourism related interest groups (*Tourism Related Self Report Survey, 1991*) suggest a continued support for the existing, fragmented process of tourism planning. The isolationist attitudes expressed indicate an absence of the collective conceptual predisposition requisite to integration - the notion of synergy has not been recognized nor accepted by the tourism related interest groups in Kaslo.

- **Lack of tourism specific organization and leadership**

The suggested approach to integrated tourism planning in Kaslo was predicated on the presence of community-based organization and/or leadership to institute the process. Analyses in previous chapters have illustrated the fragmented nature of the tourism related interest groups in the community and the subsequent lack of tourism specific organization and leadership. Without the introduction of a catalyst (enlightened people or groups) to initiate an alternative approach to tourism planning, the status quo in Kaslo will be maintained, tourism will remain a peripheral organizational interest and plans for tourism development will continue to be conceived in isolation.

- **Limited interest in establishing a formalized, cooperative effort**

In addition to not recognizing the potential benefit of or need for a revision in the existing approach to tourism planning and development (conceptual predisposition), the tourism related interest groups in Kaslo do not want to change. When the concept of engaging in cooperative tourism planning and development initiatives was introduced to the special interest groups in Kaslo, the general reaction was negative. Many of the respondents indicated that a formalized, cooperative process of tourism planning was unnecessary. Others suggested, while the approach was not formalized, a form of integrated tourism planning did occur in Kaslo on an informal basis. Consequently, revision of the existing approach was irrelevant. (*Tourism Related Interest Group Self Report Survey, 1991 - Appendix A*) The prevailing attitude, opposing the formal institution of integrated tourism planning, indicates a general satisfaction with the current system of tourism planning.

- **Limited motivation for change**

Kaslo is currently experiencing an economic downturn, characterized by decline in natural resource based industry and decreased community-based employment opportunities. While the situation in Kaslo is challenging, a crisis stage has not been reached. In a general sense, the quality of life (range of services, institutions and amenities) in Kaslo has been maintained. Tourism has been identified as a feasible means of stimulating growth in the community. However, with an acceptable status quo, a sense of urgency for achieving economic growth and community development in Kaslo through the expansion of the tourism sector does not exist. Subsequently, the motivation to establish tourism development as a collective community priority and to maximize the tourism potential through the initiation of a formalized organizational structure is limited.

- **Underlying dissention between public and non-profit tourism related interest groups, private sector tourism stakeholders and the public at large**

Documenting attitudes between population segments is difficult - individuals are reluctant to express negativity in a structured context. However, based on private discussions with individuals representing the population segments, it became apparent that a degree of resentment and dissention between tourism related sectors exists. Examples of community-based, tourism related dissention include: discontent regarding the self-interested nature of individual organization's tourism development goals, dissatisfaction with the isolated approach to planning tourism development initiatives, conflict relating to the perceived preferential treatment afforded to individual interest groups by public sector agencies, personality conflicts. Regardless of the nature or validity of the conflicts, negative perceptions exist. The result of the underlying animosity within the community, is a reluctance to cooperate, further emphasizing the factionalized nature of tourism planning and development thereby impeding organizational integration.

7.5 CHAPTER SYNOPSIS

Fragmentation in the community tourism planning process has produced a series of negative repercussions. The lack of multi-sectoral cooperation has limited the internal strength required to successfully confront the complexities presented by issues of tourism and community development, ultimately diminishing the effectiveness of the tourism development process in Kaslo. The factionalized nature of the tourism planning and development organizational system in Kaslo has failed to provide competent strategies for the management of change, preventing the maximization of community-based tourism resources and opportunities thereby damaging the potential to achieve community-based, socio-economic development through tourism.

A multi-sectoral organizational framework, characterized by the conceptual and practical principles of integration, has been demonstrated as an effective means of optimizing community-based human resource potential in Kaslo. By revising the philosophy of and approach to community tourism planning through integration, the constraints of the existing system of planning could be overcome.

The 'Suggested Approach to Integrated Tourism Planning for Kaslo' (detailed in Section 7.3) offers an idealized means of incorporating the conceptual and practical principles of integration into the community tourism planning and development processes. However, this approach is predicated on a series of conditions that do not exist. The contextual barriers to integration in Kaslo (Section 7.4) indicate that the prospect of achieving multi-sectoral collaboration through a formalized tourism planning process is highly unlikely. These contextual factors, however, do not definitively inhibit the potential for some level of cooperation and integration among the tourism related individuals and organizations in the community. Other methods or circumstances may initiate or demand the incorporation of the conceptual principles of integration in the community tourism planning and development processes in Kaslo.

A change in circumstance occurred following the completion of this research project when a municipal election was held in Kaslo. The majority of the previous Village Council was defeated and replaced by "a younger more progressive crowd." (*Key Informant Interview, 1992*) Depending on the personalities and priorities of the new council, this circumstance could potentially serve as an opportunity for the initiation of integrated community tourism planning. An enlightened and respected community leader, such as a 'progressive' member of the Village Council whose mandate is the betterment of the community at large, could act as the catalyst to generate support and provide credibility to the notions of cooperation and integration in the context of community tourism planning.

Another potential means of achieving multi-sectoral integration in the process of tourism planning in the context of Kaslo would be through a 'demonstration project' - a single, community-based special project that influences the community's tourism sector and requires input and participation from a broad spectrum of the community. The cooperation required to formulate, plan and implement an effective community-wide project establishes a multi-sectoral 'integrated planning' environment. A satisfying planning experience and a successful outcome could induce the collective acknowledgement of commonalities and encourage a recognition of the benefits of a collaborative approach, ultimately inspiring additional joint tourism related planning initiatives.

1993, marks the centennial anniversary of Kaslo's incorporation. The centennial is viewed as an opportunity to establish the community as a tourism destination. It is the intention of the community to develop a series of special events, enhance the village physically and aesthetically (general clean-up, decorations, signage) and promote the event as a tourist attraction. The scope of the proposed project inherently dictates the participation of a broad cross-section of the community - the formulation of a multi-sectoral planning committee. By uniting for a common ambition, the tourism related interest groups and the general public have the opportunity to exchange and discover perceptions, to understand individual interests and priorities, and to generate synergy - to circumstantially embrace the conceptual principles of integration. The success demonstrated by the centennial celebration planning process may encourage the the tourism related interest groups, tourism related stakeholder and the public at large to fuse their capabilities in the initiation of larger tourism related projects and plans.

REFLECTIONS

Kaslo offers an undeniable allure. This project has clearly identified and described the tangible community-based assets, including a spectacular natural environment and valuable historic and cultural resources. While these attributes significantly contribute to the quality and tourism viability of the community, other non-quantifiable characteristics such as the community's unique demographic mix and the community-based history and lore serve to establish a distinctive flavor and unique 'sense of place'.

While not formally documented, researcher observation and informal interviews during field study, indicated that a variety of qualitatively similar population segments ('sub-cultures') were present within the broader context of Kaslo's population. Each of these groups possess unique characteristics and individually contribute to the collective social and cultural nature of the community. For example: during the late 1960s and early 1970s, Kaslo became a settlement location for individuals from the United States who were avoiding the Vietnam war draft. Many of these people have remained in Kaslo and surrounding area, with many pursuing 'alternative lifestyles' (communes, cooperatives). Several people currently residing in Kaslo on a permanent or seasonal basis consider themselves to be 'transplanted' members of Canada's artistic and cultural community. Generally originating from larger centers (Toronto, Vancouver), these individuals have settled in Kaslo to pursue the creative aspects of their professions. A segment of the community are followers and enthusiasts of 'New Age' philosophies. Presence of 'New Agers' in Kaslo is evidenced by the sale of crystals, a 'New Age' health store and the availability of related education courses (finding your inner child, interpreting your dreams) and homeopathic healing. When considered in the context of the traditional foundation of Kaslo's population (individuals participating in natural resource based industry), the social contrast and diversity among the residents of the community becomes apparent. The social dynamics of Kaslo provide the visitor with a varied and fascinating human experience.

The history and folk lore of Kaslo has influenced the existing character and mythology of the community. Native lore provided tales of the 'special powers' of Kootenay Lake. The Lake was viewed by the natives as a mystical spirit capable of willing human futures. (*Key Informant Interview, 1990*). Early pioneer miners often referred to the Kaslo area in personified terms. It has been suggested that many of the early miners believed that the riches gained from the mines were 'gifts' of the land 'given' in good favor. (*Key Informant Interview, 1990*) While the powers, persona and mysticism of the Kaslo area cannot be documented, many residents continue to believe that the area has a mysterious atmosphere and unexplained forces. Whether fiction or fact, the local lore contributes to the allure of the community.

The combination of the natural environment, historic resources, cultural opportunities and the uniqueness of the community fabric offer potential for the initiation of specialized tourism development. Windows for low impact tourism development opportunity in Kaslo may be present in such areas as: eco-tourism; eco-education; corporate retreats; and, 'New Age' retreat tourism. By targeting a unique market niche compatible with tourism related strengths and the community's preferred direction of development, the sustainable tourism development opportunities in Kaslo are limitless. This, however, is dependent on the ability of the community to plan for its future.

This project has identified organizational challenges in the face of fragmentation and the absence of a common vision. It has also demonstrated the potential benefits of integrated tourism planning and provided a community tourism planning process employing the conceptual principles of integration; all within the context of Kaslo, British Columbia. While the focus and content of this project is site specific, the insights and conclusions derived from this case study can be applied to a variety of tourism planning and broader planning related circumstances.

Kaslo is truly a special place. While the complexities of tourism planning and development have limited progress, it is the hope of the researcher that the community will recognize its potential and collaborate to persevere Kaslo's viability and integrity.

APPENDIX A

TOURISM RELATED INTEREST GROUP SELF REPORT SURVEY

A 1 SURVEY DESIGN AND ADMINISTRATION

The community of Kaslo is diverse and multi-dimensional, with a variety of natural, cultural and historic resources, and an active economic, political and institutional community fabric. The multi-faceted nature of Kaslo has spawned the development of a number of special interest groups and organizations. While the specific focus of these interest groups is individual (historic preservation, cultural enhancement, economic development), each of the interests groups is directly or indirectly related to tourism. Consequently, the direction of community tourism development is a shared concern among the interest groups within Kaslo. This section of the appendix will provide an introduction to the tourism related interest groups within the community, reviewing: the organizational structure of each interest group; individual mandates', goals and philosophies; key projects and activities; and, individual funding sources.

To gather relevant information for the assessment of the tourism related interest groups in Kaslo; a common, self report survey was administered to: the Kaslo Chamber of Commerce; the Regional District of Central Kootenay (jurisdiction includes Kaslo); the Kootenay Lake Historic Society; the Langham Cultural Society; the Kaslo Village Council; and, the Kaslo Economic Development Committee.

The survey was divided into three thematic sections and could be completed within a 45 minute time period and required no specific figures, statistics or background research. The first section provides an introduction to and general overview of the tourism related interest groups associated to Kaslo, including: individual purpose and goals; internal structure; and, regular operations and key projects of the each of the interest groups. The second section of the self report survey was designed to: identify the individual interest groups' understanding of the concept of tourism; determine the individual perception of the importance of tourism and the potential impacts of tourism development in relation to the community as a whole; illustrate the interest groups' current approach to enhancing and expanding tourism activity in Kaslo; and, determine each interest groups' attitude toward a coordinated, integrated community approach to tourism planning and development. The third section of the self report survey was designed to provide the individual interest groups' with an opportunity to evaluate existing and potential tourism activity in Kaslo, including: tourism product (attractions); tourism market; tourism promotion; and, tourism related businesses.

All of the interest groups had been contacted in person and been made aware of the nature and purpose of the tourism related research being conducted in their community prior to administration of the survey. A cover letter was included with each of the mailed surveys requesting, that on behalf of the entire organization, an informed member from each interest group complete the survey and return it within a six week time period, via the supplied, stamped and addressed envelop. A contact phone number was provided should the respondent require further information or guidance. A series of follow-up phone calls were conducted within the six week response period to elicit additional support and to ensure that the six week deadline was met.

During the initial personal contact sessions when the general goals and objectives of the tourism project were discussed with members of individual interest groups and informal interviews were conducted, the overall response was positive and each of the interest groups expressed a willingness to actively participate and contribute to the research. However, response to the self report survey received during follow-up phone calls was less enthusiastic and, at times, somewhat negative. For example: a key representative from one of the interest groups sharply suggested that the survey required more effort and time than she was prepared to devote and further stated that if she did complete the survey she felt that she was entitled to the Masters degree. Survey responses were received from five out of the six interest groups. Only two surveys were received within the requested six week time period, the remaining interest groups required additional follow-up phone calls and, after four months, the other survey responses were received. The Economic Development Committee, while contacted, did not return the survey.

A 2 COPY OF THE TOURISM RELATED INTEREST GROUP SELF REPORT SURVEY

TOURISM RELATED INTEREST GROUP SELF REPORT SURVEY

SECTION I

1/ What is the purpose of INTEREST GROUP? *(including: general purpose/ philosophy, goals and objectives, directions for the future)*

Is there a formal position paper or document defining the purpose, goals and objectives of the INTEREST GROUP? *(If so, please include a copy upon return)*

2/ How are the goals of the INTEREST GROUP determined? *(eg. public opinion, committee process, individual)*

3/ Are the goals of the INTEREST GROUP based on the overall goals of the community? Explain why or why not.

4/ How is the executive of the INTEREST GROUP organized? (*eg. president, chairpositions, committees*)

How many members does the INTEREST GROUP have?

5/ How and by whom is the executive chosen? (*eg. election, appointment, volunteer*)

What is the term of office?

6/ Describe the major activities of the INTEREST GROUP. (*including: key projects, events, regular operations*)

7/ How are the activities of the INTEREST GROUP funded?

SECTION II

1/ What is the INTEREST GROUP's definition of tourism?

2/ Does the INTEREST GROUP consider the tourism industry to be important to Kaslo?

Explain why or why not.

3/ Does the INTEREST GROUP attempt to promote expansion of the tourist industry in Kaslo? If so, how?

Have attempts to promote tourism been successful? Explain.

4/ According to the INTEREST GROUP, what are the potential positive and negative impacts of tourism development in Kaslo?

5/ Is there a coordinated community approach to tourism development in Kaslo? (*including: tourism vision, goals, plans, guidelines*) Why or why not?

Does the INTEREST GROUP believe a coordinated approach is necessary? Why or why not?

6/ In the past, has there been a coordinated community approach to tourism development in Kaslo?

If so, was it successful? Why or why not?

7/ Has the INTEREST GROUP established working linkages with other tourism related the interest groups in Kaslo? If so, which ones and why?

How are these linkages maintained?

SECTION III

According to the INTEREST GROUP:

1/ To the best of your ability, evaluate the local tourism attractions.

A/ Which tourist attractions are most important? Why?

B/ Why do these attractions appeal to visitors?

C/ Is there potential for development of additional attractions? Explain.

2/ Please assess the tourism market in Kaslo.

A/ Who are the tourists? (*eg. age, lifestyle*)

B/ Where do they come from?

C/ Why do they come to Kaslo?

D/ What do the tourists do while in Kaslo?

E/ How is the tourist market determined? (*eg. research data, observation*)

3/ What is the INTEREST GROUP's opinion of the local tourism-oriented businesses in Kaslo?

A/ Is the quantity and quality of tourist-oriented businesses in Kaslo adequate? Why or why not?

B/ What improvements are required?

C/ How could improvements be achieved?

4/ To the best of your knowledge, evaluate Kaslo's tourism promotion.

A/ How and where are Kaslo's tourism opportunities promoted?

B/ What market segment is targeted in promotions?

C/ Has tourism promotion been successful? Why or why not?

SECTION IV

1/ Imagine Kaslo in the year 2000, what is your vision of the community? (*including such elements as: population, economic activities, facilities, opportunities, etc*)

What is your vision of tourism in Kaslo in the year 2000?

A 3 RESULTS OF THE THE INTEREST GROUP SELF REPORT SURVEY

All information provided in this section is based directly on individual survey responses. The third section of the survey, individual evaluation of tourism activity in Kaslo, will not be individually detailed. However, a general overview of the the interest group's assessment of tourism activity will be included in the evaluation of the survey responses.

1/ Kaslo Chamber of Commerce

- The organizational structure of the Chamber consists of and Executive Board elected by its membership and includes: a President, Vice-president, Treasurer, Secretary and six directors positions, each fulfilling two year terms of office.
- The stated general purpose, goals and objectives of the Kaslo Chamber of Commerce are "to represent the business community, promote trade and commerce and guard the very high quality of life in Kaslo".
- Specific goals for the Chamber are determined by the membership through a committee process.
- Key projects conducted by the Chamber include: coordination of the "May Days" celebration, a three day community celebration of Queen Victoria's birthday; the "Mr./Ms. Kaslo contest and dance; the "Summer Blow-Out", a fund raiser with street displays and a dance in the downtown core; and the "Christmas Light-Up" banquet and dance.
- Funding for the regular operations and special projects of the Kaslo Chamber of Commerce are generated through membership fees and fund raising activities.
- According to the Kaslo Chamber of Commerce, "tourism is an industry that brings people and their money to the area".
- The Chamber believes that the tourism industry is very important to Kaslo because it is a major source of employment, but development of the tourism industry must be closely monitored so that the current way and quality of life is not disrupted.
- The potential positive consequences of tourism development in Kaslo include: increased commerce and trade, positive economic development, and expansion of the population base.

- Potential negative impacts include: a diminished quality of life (eg. too busy, too many strangers, more crime) resulting from increased tourist traffic.
- To expand the tourism base in Kaslo, the Chamber of Commerce sponsors the "B.C Tourism Infocentre"; facilitates various work projects to improve community facilities (eg. golf course, beach trail, Kaslo Bay clean-up) through the "Employment Plus" program; operates the "Mini Moyie" parade float; and, supports major community projects (eg. Moyie restoration).
- There is not, nor has there been, a coordinated and structured community approach to tourism planning and development. While an Economic Development Strategy, formulated in 1987, included provisions for tourism development, it was not kept current.
- Some working linkages between the Chamber of Commerce and other the interest groups, particularly the Economic Development Committee, currently exist and are maintained on an informal basis. However, associations with the majority of community-based, tourism related the interest groups (specifically the Kootenay Lake Historic Society) are distant and ill-defined.
- The Chamber does not believe that a coordinated approach to tourism development is necessary and suggests that, "believing in and implementing coordination [among the the interest groups] are two different things".

ii/ **The Langham Cultural Society**

- The organizational structure of the Langham Cultural Society consists of a Board of Directors, half of which are elected annually by the 150 members of the Society to serve a two year term; and, an Executive (Executive President, Vice-president, Secretary and Treasurer) elected annually by the Board of Directors.
- The general purpose, goals and objectives of the Langham Cultural Society include: the restoration and preservation of the Langham building; promoting the educational and cultural awareness of the community through the introduction of works in the performing and visual arts and crafts; fostering interest and pride in the cultural heritage of the community of Kaslo; bring the cultural needs of Kaslo and the Kootenay Region to the attention of civic, provincial and federal authorities; and, cooperating with any other society or association whose objectives are in whole or in part similar to those of the Langham Cultural Society.

- The goals are determined through a combination process of administration decision making, and committee procedure.
- The major activities of the Langham Cultural Society include: on-going gallery shows; coordination of summer school arts classes; introduction of performing arts and artists from outside the community; and, year round educational classes in the visual and performing arts.
- Funding for the Langham Cultural Society is generated from membership fees and donations, with less than 20% of the operating budget derived from government sponsorship.
- The Langham Cultural Society considers tourism to be, "the visiting of outsiders to Kaslo for any purpose whatever".
- According to the Langham, tourism is important to the community because tourism dollars bolster the depressed economy and "tourism is one area in which Kaslo can extent its resources with minimal output".
- The only potential negative impact of tourism development is that "the population base would increase and the community would require a sewer system and because an improved infrastructure is currently beyond the village's means".
- Potential positive consequences of tourism include, the creation of jobs.
- The Langham has attempted to expand the tourism sector through publicity, mainly word of mouth; by being friendly and training their volunteers to greet the public; and, by hosting the summer arts school.
- While no specific community tourism organization was mentioned, the Langham Cultural Society believes that, through the Chamber of Commerce and the Economic Development Committee, a coordinated community approach to tourism planning and development currently exists in Kaslo.
- Coordination is required among the tourism related the interest groups to mitigate duplication of effort and subsequent waste of energy.

- The Langham has established working linkages with the Kalso Chamber of Commerce and the Economic Development Committee and these linkages are maintained by, "going to meetings and talking".

- In the past there have been attempts to coordinate community tourism development, but they were unsuccessful because, "there was not enough capital input or visionaries to do the job".

III/ The Kootenay Lake Historic Society

- The Historic Society currently has 270 members, headed by an elected board of nine to eleven Directors and an appointed Executive consisting of a Chairperson, Vice-president, Secretary and Treasurer.

- The goals of the Historic Society are determined by an evaluation processes as stated by the current Society constitution and bylaws.

- The primary goals of the Kootenay Lake Historic Society are: to maintain interest in the history of the Kootenay Lake area; to secure and preserve items and objects of historic value; and, to preserve and maintain the sternwheeler, S.S. Moyie, as an historical structure and museum.

- Key projects of the Kootenay Lake Historic Society include: the preservation, restoration and interpretation of the S.S. Moyie landmark site; an annual tea honoring some segment of the community representing historic service to the Moyie (eg. teachers, war veterans, CPR employees); operation of the tourist interpretive center at the Moyie site; mounting displays of historic artifacts within the community; and, management of the community Archives.

- Funds for the Kootenay Lake Historic Society are generated through: volunteer labour, fund raising projects, admission charges to the S.S. Moyie, and sale of memberships. Special projects, such as the stabilization and preservation of the Moyie, are funded by provincial and federal employment grants, B.C. Historic Landmarks, Heritage Trust, and the Vancouver Foundation.

- The Kootenay Lake Historic society views, "tourism as a reciprocal benefit where the tourist receives an educational, entertaining experience and the community receives financial support to continue building that experience - toward a formation of a stronger economy base which is non-threatening to the quality of life desired by the residents".

- The Historic Society considers tourism to be very important to the community and, believes that their "operation and supporters thrive on the tourism industry".
- The potential positive impact of tourism is that, "tourism development will lead to more development dollars [circulating within the community] which will benefit residents year-round, while only inconveniencing them (if at all) part of the year".
- Disruption of the current peaceful way of life and competition for local services during the tourist season were considered to be the potential negative impacts of tourism development in Kaslo.
- The Kootenay Lake Historic Society attempts to promote expansion of the tourism industry in Kaslo through the development of marketing strategies, including brochures placed in other communities; and by encouraging magazine publicity.
- The Historic Society believes that saving the Moyie has contributed significantly to the expansion of the tourism sector in Kaslo, and that the businesses of Kaslo have received direct benefit from tourist who are attracted to the Moyie.
- The Historic Society believes that the Economic Development Committee; the Centennial Committee; and, the Community Pride Workshop, held in July, 1990; have contributed to a the formation of a coordinated approach to community tourism development and have attempted to identify a larger vision for Kaslo's tourism potential. However, these organizations are not performing a coordinating function on an on-going basis.
- "Tenuous [working linkages have been developed] with the Chamber of Commerce and the Centennial Committee, mostly just to avoid duplication of efforts, to avoid working at cross-purposes and to give support to specific projects".

iv/ **The Kaslo Village Council**

- The Kaslo Village Council consists of the Mayor and four Alderpersons, with a standing committee of fifteen including two Alderpersons and an ex-officio chair of Mayor: Council is elected every three years by the public with the most recent term of office commencing in December, 1990.
- The activities and operations of the Village Council are funded through taxation and provincial government grants.

- While no specific village goals and objectives were stated, the general purpose of the Council is the maintenance of municipal government and the delivery of service. The priorities and activities of the Kaslo Village Council are established through a group decision making process and are based on public opinion.

- Regular operations of the Village Council include: maintenance and operation of public waterworks utility; street lighting; streets and roads; cemeteries; parks and campground; wharfage; bylaws for public health and safety; business and animal licensing; building permits and inspectors; disaster planning; snow removal; and, landfill and garbage collection. Key projects include: sewerage facility planning, community forestry and park development.

- The Kaslo Village Council considers tourism to be, "all persons and groups who visit [the] community whether on vacation or to attend events such as: May Days celebrations, Riding Club activities, curling bonspiels, hockey, conventions or any other activity that brings people to [the] Village".

- The Village Council considers tourism to be very important to Kaslo because it is an industry that brings needed dollars to the community, providing jobs and keeping the the business community viable - "tourism dollars are second only to forest related jobs as a source of community income".

- Negative impacts such as: stress on infrastructure, increased traffic flows, diminished landfill capacity, additional park and campground maintenance requirements and strains of federal policing; could potentially result from an expanded tourism sector.

- The Kaslo Village Council attempts to promote the expansion of the tourism sector in the community by, "appoint[ing] and support[ing] the activities of the Kaslo and District Economic Committee".

- A coordinated community approach to tourism development does not currently exist because, "up to the present... tourism was not considered to be an important industry. Traditionally, mining, forests and agriculture were the mainstay industries with secondary and tertiary industries (ore concentrators, railroad maintenance, sawmills, shipbuilding) employing many of the populace. As these have declined, it is important to find replacement industry which will require a coordinated effort".

- The Council has established working linkages with other tourism related the interest groups, specifically with the Economic Development Committee (two members of Council sit on the Committee) and the Chamber of Commerce.

v/ Regional District of Central Kootenay (Nelson)

- The Regional District consists of a twenty member Board including nine municipal members appointed annually by elected Councils and eleven rural members elected for a three year term by eligible voters.
- The general purpose of the Regional District of Central Kootenay is to provide, "on a reactionary basis", a federated approach to supplying publicly requested and funded services the transcend municipal boundaries. No specific short or long term goals and objectives were stated.
- Priorities of the Regional District are identified by the Board. Land use goals are determined by a planning process that includes: public involvement, Regional Board and municipal input and review. "Various land use regulatory bylaws determine land use directions on private land where the Regional Board has resolved to adopt bylaws".
- Approximately 150 services are provided by the Regional District including: planning development services, water systems, refuse disposal systems, regional parks, street lighting, cemeteries, television services, building inspection, fire departments, public facilities (eg. arenas, pools, community halls), recreational commissions, house numbering, economic development, library and transit services.
- Funding for the Regional District is generated through property taxation with grants being provided by the province to assist in planning, various studies and some capital works projects.
- When asked to provide a definition for tourism, the Regional District's response was, "the Regional District has not prepared a definition".
- When asked if the Regional District considered the tourism industry to be important to Kaslo, the response was, "the Regional District has not made a policy on this issue", and stated that tourism has been referenced in the Electoral Area 'D' - Kaslo Regional Development Assessment (1986) and the Economic Development Strategy for Kaslo and District (1987).

- Inquiries regarding the Regional District's role in promoting the expansion of the tourism industry was answered by the following statement, "tourism promotion is undertaken by the Kootenay Country Tourist Association with support from the Regional District of Central Kootenay. Contact the KCTA in Nelson for further information" (address provided).
- A coordinated community approach to tourism planning and development would be irrelevant because, "tourism planning [for] Kaslo needs to be considered within a much wider geographical context. Kaslo does not have enough drawing power on its own to facilitate tourism".
- When asked if the Regional District has established working linkages with other tourism related the interest groups the response was, "NO".

A 4 SUMMARY OF SELF REPORT SURVEYS

Responses from the tourism related the interest groups represent a diverse variety of individual purposes, mandates, goals and objectives. The focus of the non-profit organizations is primarily limited to the specific orientation (historic preservation, cultural enhancement, business development) of the individual the interest group. The expressed goals of these organizations does not include direct provision for multi-sectoral, community wide development; nor is expansion of the tourism sector identified as a specific organizational objective. While no specific goals were expressed by the tourism related public sector organizations, the stated general purpose of these organizations is generally confined to maintenance of municipal facilities and delivery of services.

The key projects and activities of the the interest groups parallel the specific goals and expressed priorities of the individual the interest groups. Specific projects are customarily fragmented and lack a thematic or functional relationship and, with the exception of the restoration and stabilization of the S.S. Moyie, few of the the interest groups' projects and activities are on-going or community development related.

Each of the the interest groups exhibit a clearly defined, formal internal structure with explicit processes for goal formulation and identification of individual priorities (eg. committee process, democratic majority). While many activities supported by the individual the interest groups are accessible to or potentially benefit the community at large (eg. special events, community celebrations, cultural exhibits); the planning, decision making and organization of the majority of the projects and activities are conducted internally.

There is unanimous agreement (with the exception of the Regional District with no formal position on tourism) among the tourism related interest groups in Kaslo that expansion and enhancement of the community's tourism sector is essential. The interest groups believe that tourism development could provide the community with a means of economic diversification, create employment opportunities and ultimately stabilize and expand the population base. While tourism activity in Kaslo is generally supported, there is a common apprehension that tourism development could negatively influence the current social standard, place stress on the village infrastructure and damage to quality of life in the community.

All of the interest groups believe that the very nature of their organizational emphasis and efforts (historic preservation, business development, cultural enhancement, service delivery), serve to encourage and enhance tourism in Kaslo. While many of the interest groups participate in small scale, tourism related projects (sponsorship of the Tourism Infocentre) and community-based special events (May Days celebrations, gallery shows); aside from the revitalization of the S.S. Moyie, there is no evidence of on-going and proactive development initiatives that directly influence the expansion of the tourism sector.

The interest groups unanimously agree that in order to capitalize on the potential economic benefits of tourism, community tourism development initiatives must increase. However, because of a perceived lack of funding and community-based working capital, many of the interest groups are skeptical about the attainability of an expanded tourism sector.

Survey responses indicate that a structured and integrated organizational system to specifically confront issues of community tourism development does not currently exist; and, that cooperative linkages between the interest groups are characteristically tenuous. Some of the interest groups suggest that the Economic Development Committee and/or the Chamber of Commerce provide a coordinating function to community-based tourism planning and development. However, the Kaslo Chamber of Commerce did not include community wide or tourism specific coordination as part of their mandate and the Economic Development Committee did not respond.

In general, the tourism related interest groups do not endorse the formation of an integrated and coordinated organizational body for the purpose of planned tourism development. However, the interest groups suggest that a collective approach to community tourism would be beneficial to avoid duplication of individual effort.

Generally, Kaslo's tourism related the interest groups exhibit an elementary understanding of the complex and diverse elements that contribute to a functioning tourism system. The interest group responses focus primarily on the potential community-based economic benefits of tourism resulting from the assumed ready exchange between the tourist market and the host community.

Overall, the individual the interest groups recognize the tourism related value of the existing natural, historic, human and cultural resources in Kaslo. However, the understanding of existing tourism product and community attractiveness is primarily based on speculation and personal opinion, and often the specific focus of an individual the interest group is considered to be the foremost attraction in the community. Notably, many of the tourist attractions in Kaslo that are currently under developed, poorly maintained or lack accessibility (Kaslo Beach, Municipal Campground, Idaho Lookout) are still considered to be viable tourist attractions.

The tourism related the interest groups in Kaslo rely on informal observation to identify existing and potential tourism markets and demand. While many of the assessments may be valid, there is a lack of consistency among the responses; ranging from defined market segmentation and illustration of perceived tourist demand, to blanket statements with no indication of specific markets. Notably, there is a propensity among some of the the interest groups to concentrate on the more glamorous (however insignificant) international market. The variety and diversity of the interest group responses indicate that the informality of the current method of market evaluation translates into a vague understanding of actual market activity and market trends in terms of the tourist's motivation, ability and mobility to travel; product positioning and development based on an understanding of market demand; or, the influence of market competition.

The approach to tourism promotion in Kaslo is fragmented. Each of the the interest groups identify sporadic, individual attempts to advertise and market the community's tourism sector, but there is no indication of a coordinated system of community wide packaging and distribution to specifically targeted markets.

All of the the interest groups in Kaslo believe that the community's tourism related business sector (including attractions and services) requires both upgrading and expansion. Each of the the interest groups have valuable ideas and suggestions for tourism product development and community development that would benefit the tourism sector, but few have recommendations and strategies for implementation of tourism and community development initiatives.

APPENDIX B

KASLO TOURIST SURVEY, 1990

B 1 SURVEY DESIGN AND ADMINISTRATION

To gather quantitative data regarding the demography, travel characteristics and perceptions of the existing tourism market in Kaslo, a self report survey was administered to tourists visiting Kaslo during a six week period in the summer (July and August) of 1990. To ensure survey accessibility, fifty copies of the Kaslo Tourist Survey (1990), were placed in frequented tourism locations throughout the community, including:

- The S.S. Moyie Visitors Centre
- Barren Fish and Tackle (retail outlet)
- The Langham Cultural Centre
- The Kaslo Tourist Information Centre

Attendants at each of the locations were requested to direct tourist attention toward the survey and encourage survey completion.

In the interest of respondent time and the information requirements, the survey included a series of concise questions, requiring few-word responses. The response content ranged from factual data (where are you from, why are you here, will you come back) to qualitative information (What is your opinion of the quality of the tourist services and attractions in Kaslo).

Of the 200 surveys placed, 123 were completed (61.5 %). Locational responses were as follows:

- | | |
|--|----------|
| • The S.S. Moyie Visitors Centre | 48 of 50 |
| • The Langham Cultural Centre | 7 of 50 |
| • Barren Fish and Tackle | 33 of 50 |
| • The Kaslo Tourist Information Centre | 35 of 50 |

B 2 COPY OF THE KASLO TOURIST SURVEY

KASLO TOURIST SURVEY

This survey is being conducted on behalf of the Faculty of Environmental Design, University of Calgary.
Your cooperation is very much appreciated!

1. **WHERE ARE YOU FROM?** please indicate: _____
2. **HOW DID YOU TRAVEL TO THE AREA?**
☐ private automobile ☐ motorcycle ☐ bus tour
☐ rental automobile ☐ charter bus tour ☐ RV / camper
3. **HOW MANY PEOPLE ARE IN YOUR TRAVELING PARTY?**
☐ 1 ☐ 2 ☐ 3 to 5 ☐ 5 or more
4. **WHICH OF THE FOLLOWING BEST DESCRIBES YOUR TRAVEL PARTY?**
☐ family OR/ ☐ single(s) ☐ 20 to 35 yrs ☐ 45 to 55 yrs
☐ couple(s) ☐ 36 to 45 yrs ☐ 55 + yrs
5. **HOW LONG DO YOU INTEND TO STAY IN KASLO?**
☐ less than 1/2 day ☐ less than 1 day ☐ 1 to 3 days ☐ more than 3 days
6. **IF YOU ARE STAYING OVERNIGHT, WHAT TYPE OF ACCOMMODATION WILL YOU USE?**
☐ bed & breakfast ☐ municipal campground ☐ other campground
☐ hotel / motel ☐ with friends / relatives
7. **IS KASLO YOUR FINAL TRAVEL DESTINATION?** ☐ yes ☐ no
IF NO, WHAT IS? please indicate:
8. **WHAT OTHER COMMUNITIES IN THE KOOTENAYS WILL YOU VISIT?**
please list:
9. **HOW DID YOU HEAR ABOUT KASLO?** please indicate:
10. **IN ORDER OF IMPORTANCE, WHAT ATTRACTED YOU TO KASLO?**
(1 = most important 2 = somewhat important 3 = least important)
☐ historic sites ☐ outdoor recreation / wilderness ☐ cultural activities
☐ visiting friends ☐ community atmosphere ☐ stop for services
11. **WHAT ACTIVITIES YOU WILL PARTICIPATE IN WHILE IN KASLO?**
please list :
12. **HAVE YOU BEEN TO KASLO BEFORE?** ☐ yes ☐ no how many times _____
13. **WOULD YOU CONSIDER RETURNING TO KASLO?** ☐ yes ☐ no
14. **ARE YOU SATISFIED WITH THE TOURIST SERVICES IN KASLO?**
☐ yes ☐ no please explain:
15. **IN TOTAL, HOW MUCH DO YOU ANTICIPATE SPENDING WHILE IN KASLO?**
_____ dollars

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