

Linking Tourism and Destination Management with place-based community development: Examples from British Columbia, Canada

Greg Halseth
University of Northern British Columbia

University of Lapland
Rovaniemi, Finland
Oct. 10, 2013

Outline

- ◆ Introduction
- ◆ Global-Local
- ◆ Place-Based Development / Policy
- ◆ Tourism
- ◆ Example — Clearwater, BC
- ◆ Discussion

Part I: Introduction

Introduction I

- ◆ Rural communities in regions across OECD states are challenged by:
 - Economic change
 - Social change
 - Demographic change
 - Political change
 - Environmental change
- ◆ They are looking for ways to bring community and economic sustainability

Introduction II

Issues affecting OECD rural areas:

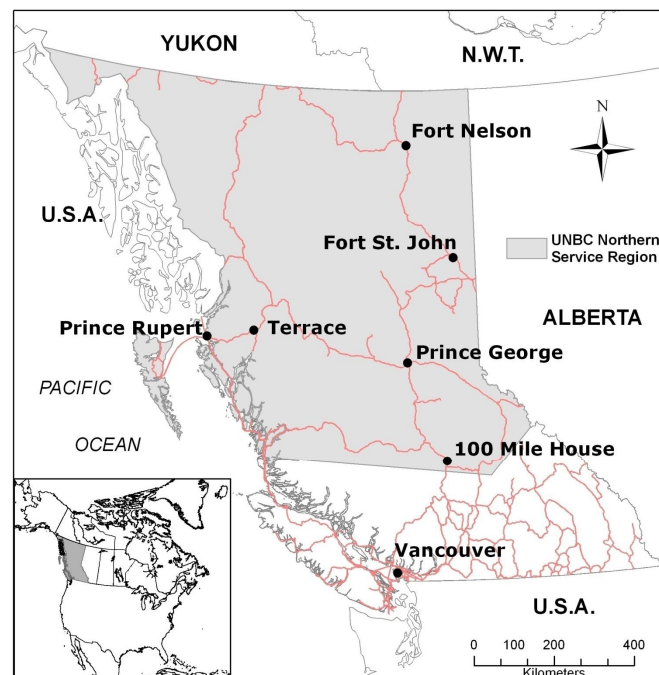
- ◆ Population aging
 - Resource frontier aging
 - Youth out-migration
- ◆ Limited resource economy base
- ◆ Social, political, economic restructuring
- ◆ Outdated governance structures

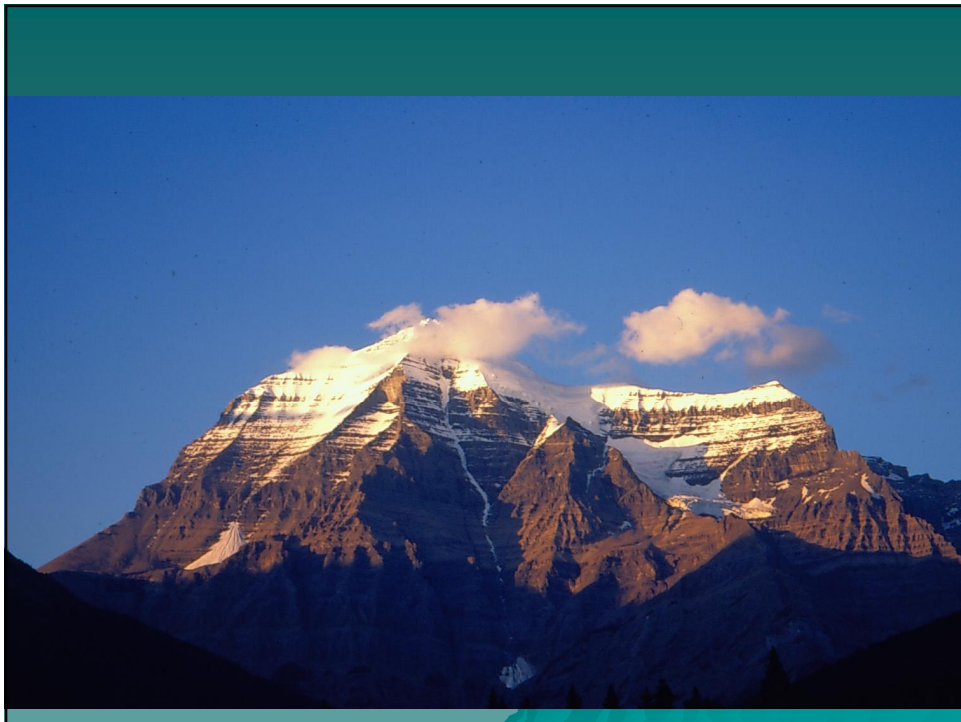
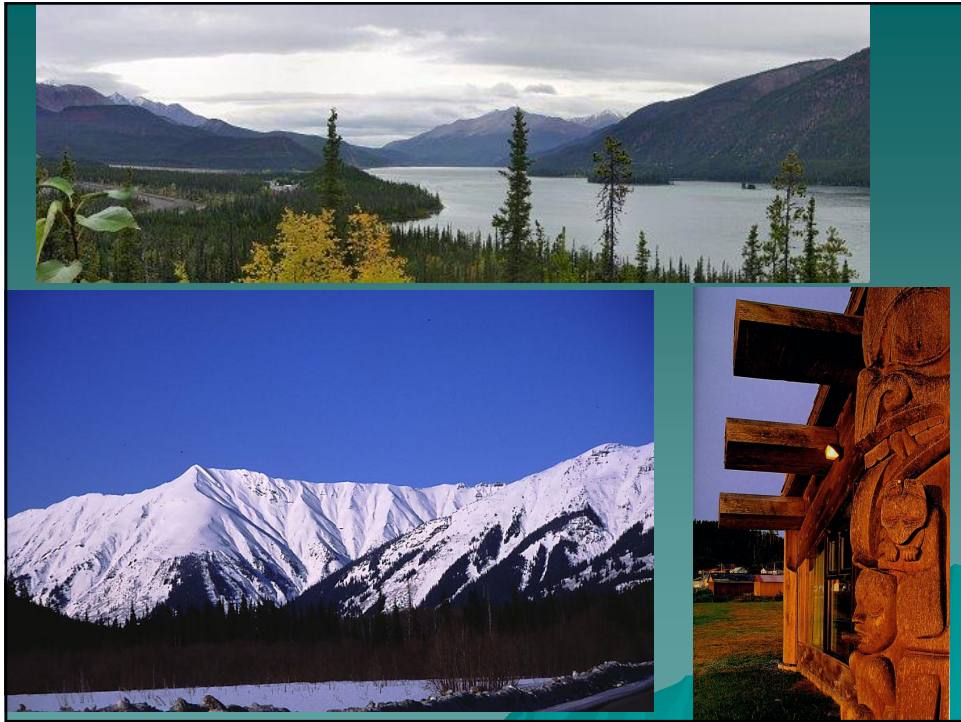
Introduction III

Issues affecting OECD rural area capacity:

- ◆ Relatively small populations
 - Limited human and financial resources
- ◆ Skills loss via service closure and out-migration
- ◆ Distance / remoteness
- ◆ Aging infrastructure
- ◆ 'Invisibility' in national debates
 - Beyond places of crisis

Part 2: Global - Local







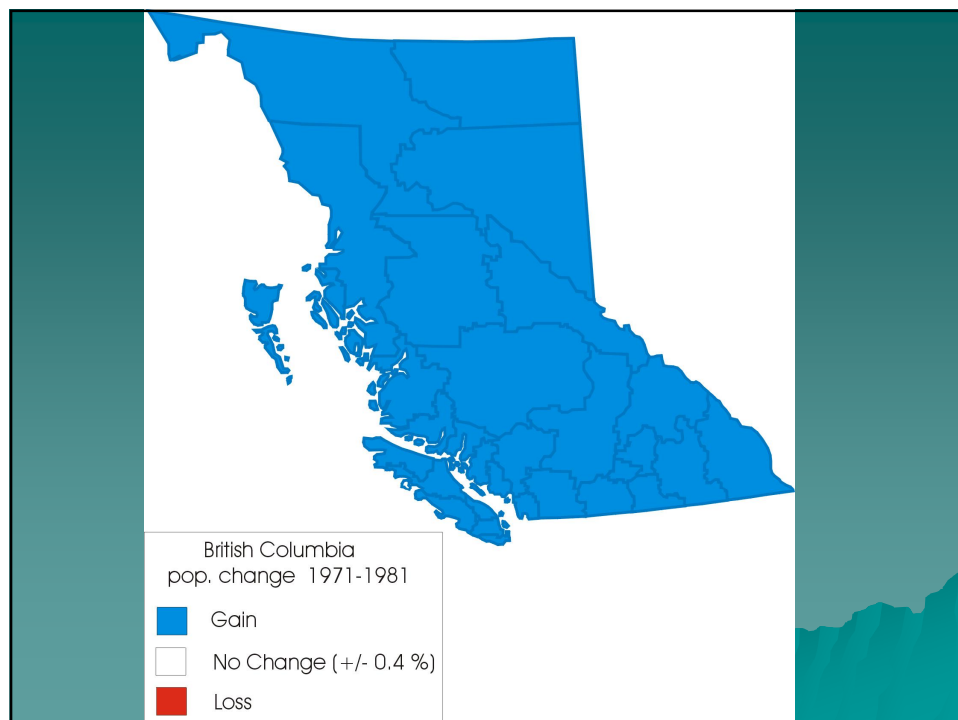


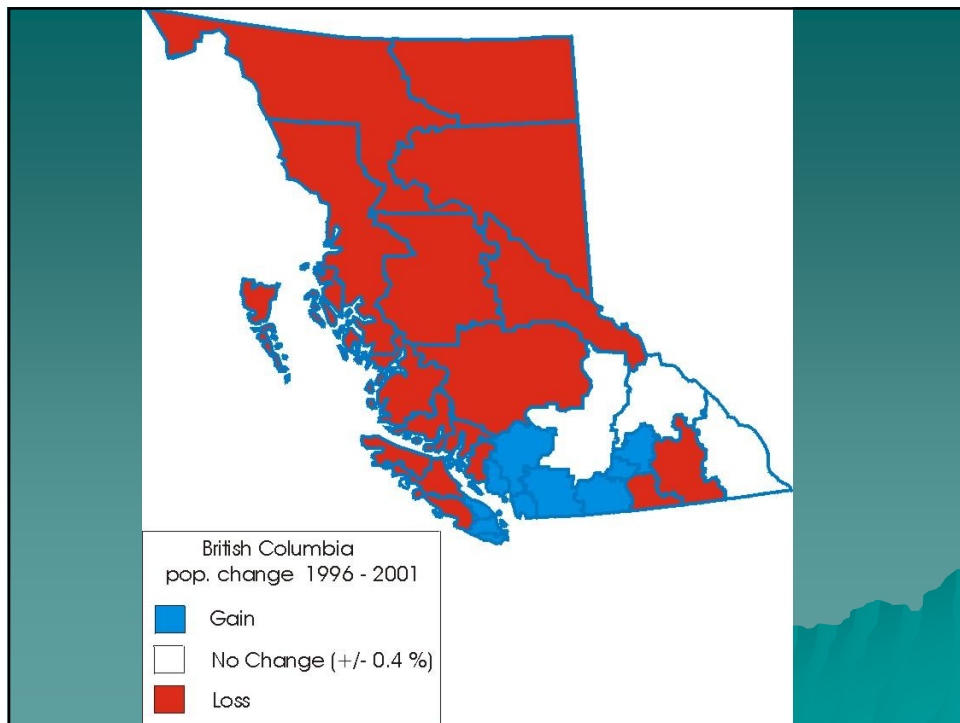
Historically

- ◆ Natural resources maintained local economies
- ◆ Required many labourers
- ◆ Communities were 'centres' to local hinterlands
- ◆ Government invested in these communities
 - Services, facilities, amenities
- ◆ Disrupted after 1980

Crisis

- ◆ 1980s resource commodity recession
 - Focused on resource regions in the global economy
- ◆ Pressures since:
 - International trade agreements
 - Trade globalization
 - Low cost production regions
- ◆ Resource industries are concentrating
- ◆ Technology is labour-shedding
 - Job losses
 - Limited wage benefits remain





Diversifying Economies and Communities

- ◆ Aspirational goal
- ◆ Complex and multifaceted
 - Bottom-up initiative
 - Top-down policy support
- ◆ Tourism, amenity migration, retirement migration, and second-home development frequently mentioned as possible solutions

New Rural Economy

Rural and small town places live in the global economy



It is about diversity, place-based assets, speed, and change

19

Global Economy

◆ What is new:

- More connected and complex
 - ◆ Interactions and effects more quickly felt
- Faster paced
 - ◆ With a workable solution today, need to start on a new workable solution for tomorrow
- Booms come faster; busts go deeper
- New industry is GLOBAL (compete to get them; compete to get share of jobs / services)

New Global Economy

- ◆ What is new:
 - Shift from comparative advantage to competitive advantage
 - ◆ Shift from commodities to mix of values, commodities, and economies
- ◆ Place-based policy and development
 - Amenities, unique local assets
 - What are our assets?
 - What are our aspirations?

Part 3: Place-Based Development / Policy

Introduction I

Policy Context

◆ Increasing:

- Struggle with pace of social and economic change
- Calls for both efficiency and appropriateness
- Public scrutiny
- Media attention
- Calls for evidence based policy
- Politics is the 'elephant' in the room

Introduction II

The Place-Based Imperative

◆ Other jurisdictions have shifted from sectoral to 'place-based' policies

◆ Strengths

- A shared foundation for decision-making
- Developing synergies and a bottom-up generation of ideas and directions
- Building communication and collaboration
- Developing closer links between a wide range of strategic planning processes and partners

Placed-Based Development

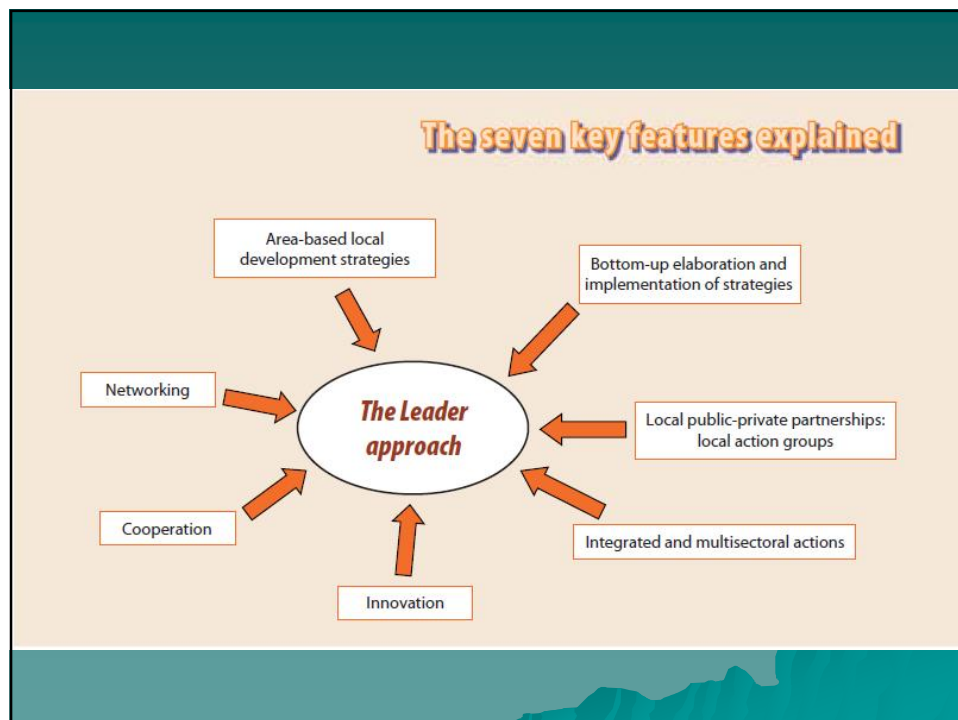
- ◆ 'Place' in the 'Global' economy
 - As space becomes less important... Place becomes more important
- ◆ Places as meeting point for global and local institutions
 - Interconnections
 - Embedded social, economic, and political systems
- ◆ Question:
 - How to equip communities to exercise place-based advantages & meet development opportunities and challenges on own terms?

Place-Based Community Development

- ◆ Need to know where we want to go!
 - What are our assets? / our aspirations?
- ◆ New focus on learning, innovation and positive place attraction
- ◆ An economic focus remains
 - WITH greater consideration of culture, environment and community
- ◆ Creates social and economic variability across regions – communities are unique

Place-Based Development

- ◆ A place-based economy demands much more of local capacity
- ◆ Accommodates new relationships, partnerships, collaboration and wider inclusion
- ◆ Competitive variables:
 - Traditional: Infrastructure, production, location, economic structure and amenities
 - Newer: Social capital, innovation and institutions



Community Assets: Land & People

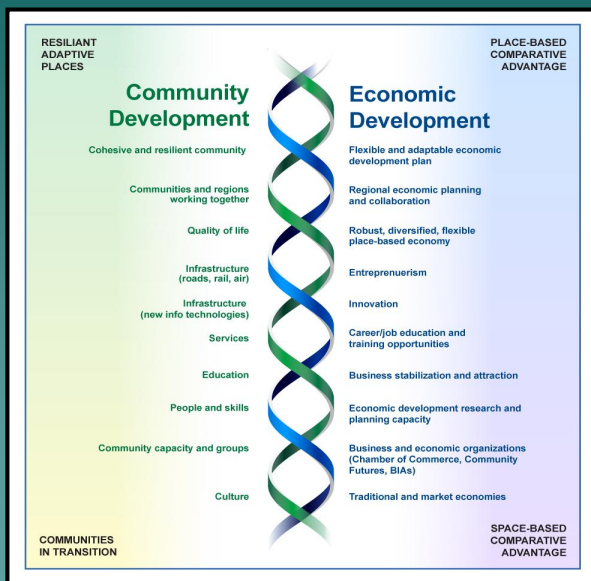
Land and People: Assets on Which Communities Can Build

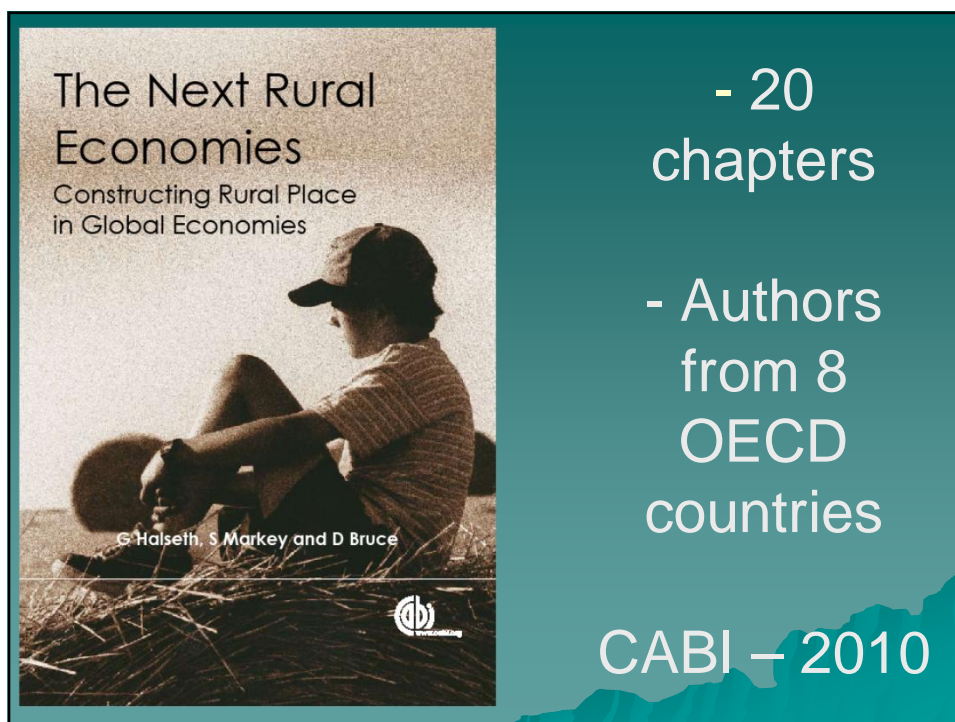
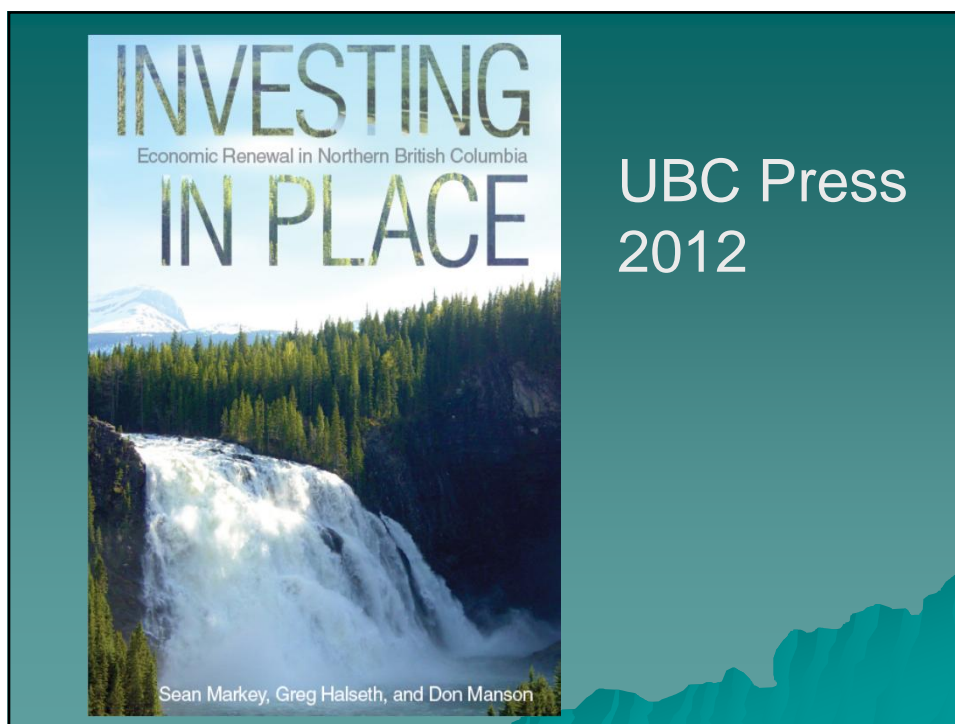
Commercial Uses Offices Retail
Industrial Uses Manufacturing Research Incubator
Residential Uses Family Multi-Family Seniors Short-Term
Public Uses Education Recreation Health Amenities Culture

Community Land Use and Stewardship



Community and Economy: Interdependent & Mutually Supportive





Part 4: Tourism

Tourism as a Response

- ◆ Opportunity to build on 'place-based' assets and aspirations:
 - Expand recreational and cultural assets
 - Expand and diversify social infrastructure
 - Support and retain services
 - Enhance local quality of life
 - Part of a wider diversification and sustainability initiative

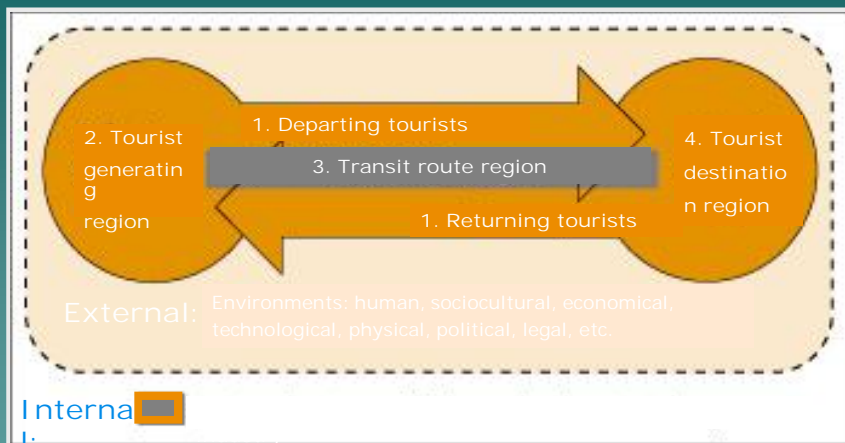
Tourism is a Reactive Industry

- ◆ Tourism is affected by Politics
 - Tourism facts and figures must be read with a “pinch of salt”
- ◆ Tourism is affected by Climate Change
 - See it before it is gone!
- ◆ Tourism is affected by Economics
 - Global Economic Crisis
- ◆ Tourism is affected by World Events
 - The Tsunami effect

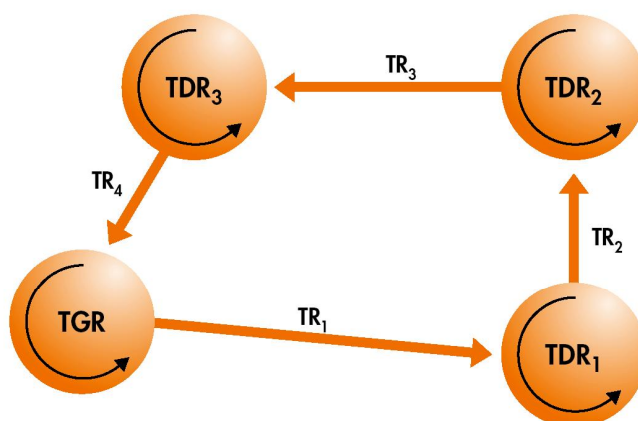
A Systems Approach to Tourism

- ◆ “A system is a group of interrelated, interdependent and interacting elements that together form a single functional structure.” (Leiper, 1995)
- ◆ Other characteristics include
 - hierarchical nature (macro vs. micro)
 - composed of subsystems (e.g., tour operators)
 - flows & exchanges of energy (e.g., people, goods)
- ◆ Implicit in the notion of systems is that change in part of the system will affect the rest of the system


A Basic Whole Tourism System



♦ Source: Leiper 1995



TGR Tourist generating region
TR Transit route
TDR Tourist destination region

Note: the circular arrows  indicate that tourists circulate *within* the various destination regions.

Source: Adapted from Leiper (1995)

Rural Tourism Opportunities

- ◆ Natural places
- ◆ Target audiences

Natural landscape

- ◆ Access to wilderness areas
- ◆ Clean and natural landscapes
- ◆ Escape from urban congestion

Opportunities - Target audiences

- ◆ Urban residents seeking second homes
- ◆ Amenity migrants
- ◆ Seniors and retirees
- ◆ European visitors
- ◆ "Local" visitors

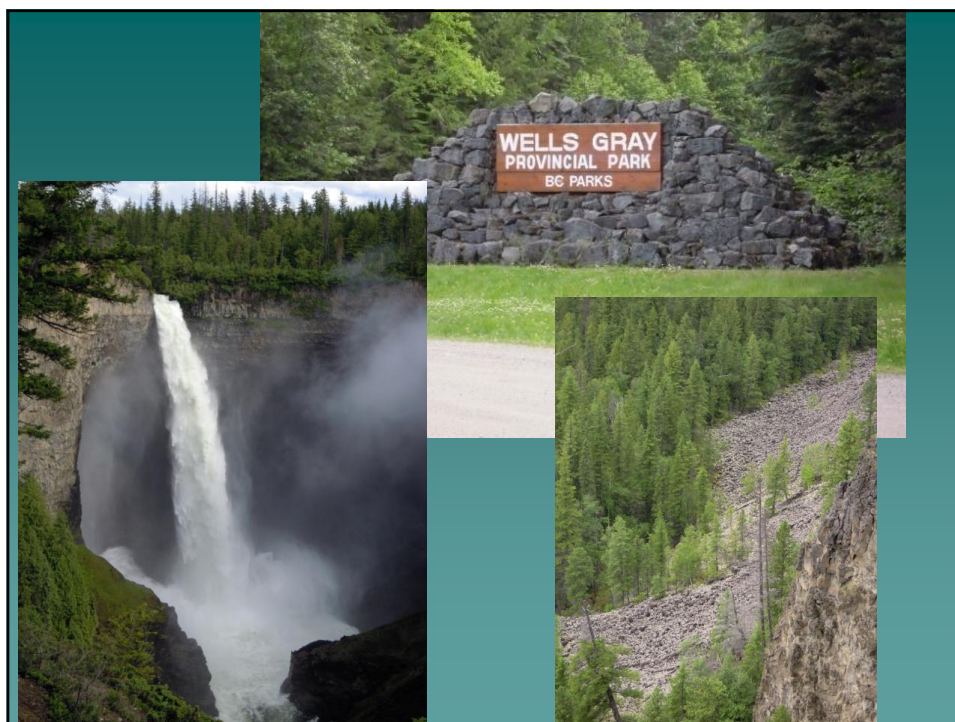
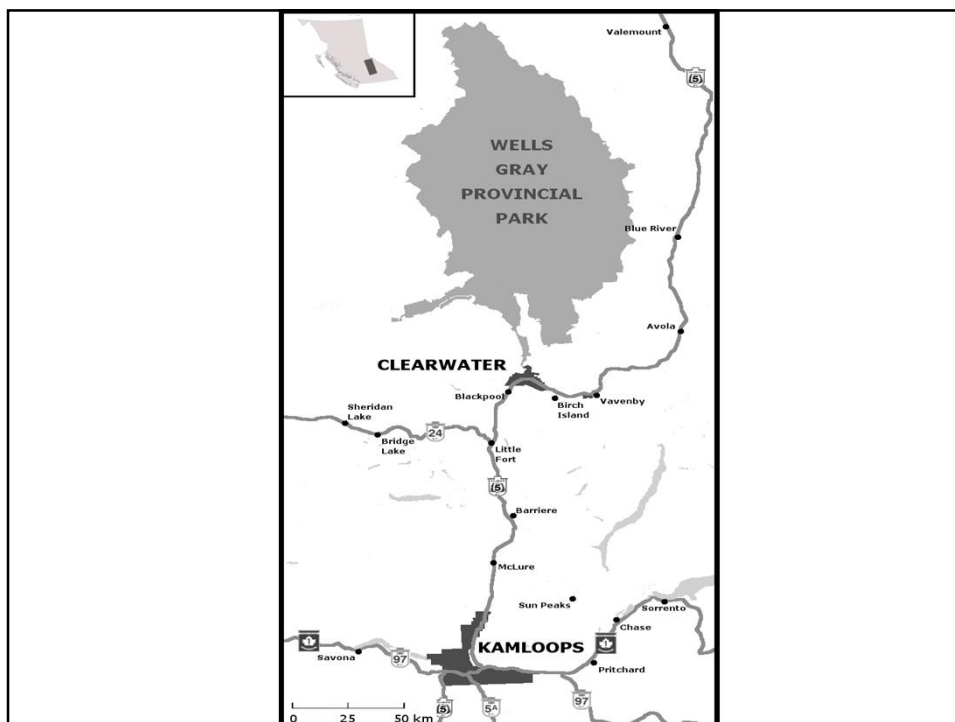
Challenges for Rural Tourism

- ◆ Limited
 - transportation infrastructure
 - capacity for information, marketing, & coordination
 - policy/program supports
- ◆ Conflict with 'traditional' resource development identities
- ◆ Fear impacts on lifestyles/infrastructure
- ◆ Single industry to single industry highly volatile

Challenges

- ◆ Implications for community
- ◆ Implications for local service provision
- ◆ Diversification or shifting and dependence

Part 5: Clearwater BC



Gateway vs. Destination

- ◆ Gateway Communities
 - Located close to nature-based assets
 - Pass through
 - Provides supplies and services
- ◆ Tourism Destinations
 - Stay over
 - Range of scales
 - Evolving processes of place-making

Competing Visions

- ◆ Resource development vs. economic diversification
- ◆ Two competing visions for developing a tourism brand
 - ◆ Gateway to Wells Gray Park
 - ◆ Clearwater as a destination

Key Issues Underscoring Conflicting Pathways for Tourism

1. Getting ready to pursue tourism
2. Investing in infrastructure
3. Implementing tourism initiatives

Getting Ready I

Attitudinal Barriers

- ◆ Resistance to change as tourism destination
 - Preserve small town lifestyle
 - Reluctant to share recreation spots
- ◆ Resource-town mentality
 - Low wages for tourism jobs
 - Perceived need for big industry to support services

Getting Ready II

Regulations & Policies

- ◆ Gateway advocates
 - Regulations restrict number of operators in the park
- ◆ Destination advocates
 - Tourism companies in park over carrying capacity
 - Need to streamline permit processes
 - Designate space to support tourism initiatives

Getting Ready III

Human Capital Needs

- ◆ Resource economy workforce
 - Business management and service etiquette training
 - More marketing capacity
- ◆ Community events coordinator
- ◆ Research capacity to inform planning and investments

Investing in Infrastructure I

- ◆ Physical Infrastructure
 - No downtown core
 - Lack of sidewalks/walking routes
- ◆ Destination advocates
 - Need signage promoting Clearwater
 - Lack of water/sewage infrastructure
 - Need smart business infrastructure
- ◆ Gateway advocates
 - More attention needed to increase accessibility for disabled

Investing in Infrastructure II

- ◆ Communications / Technology
 - Limited cell phone/Internet service
 - Need more web design capacity
 - No connectivity across local websites
- ◆ Destination advocates
 - No recreation/service guide
 - Tourists not directed towards town

Investing in Infrastructure III

Social / Recreational Infrastructure

- ◆ Reflects resource-based economy
- ◆ Limited transportation affects accessibility
- ◆ Destination advocates
 - Expand tourism/recreation amenities
 - ◆ Cooperative / art gallery for artists
 - Limited by:
 - ◆ Fear of higher taxes
 - ◆ Inappropriate scale of development

Implementing Tourism Initiatives

Limited Cooperation

- ◆ Tourist operators work in isolation
 - New opportunities viewed as competition
- ◆ Destination tourism impacted by:
 - Limited cooperation with First Nations
 - Few partnerships with universities & colleges

Part 6: Discussion

Issues in Theory I

- ◆ Need to draw in understanding of
 - Social change
 - Economic change
 - Demographic change
 - Cultural change
 - Environmental change
- ◆ Understand from different theoretical, epistemological, and ontological frameworks

Issues in Theory II

- ◆ Need to bring literature together
 - Place-Based Development
 - New Regionalism
 - Destination Tourism
 - Second Home, Amenity Migrant, Drive Tourism
 - other...
- ◆ Enhance “understanding”

Issues in Practice

- ◆ Mobilization of
 - Systems approaches
 - Place-Based Policy Supports
 - Local-Regional Collaboration
 - Conflict Resolution
- ◆ Move to a platform of “readiness” to adapt and change over time
 - Lifecycle models
 - ◆ Butler (tourism)
 - ◆ Halseth (resource towns)



Firefox | Community Development Institute - UNBC | ...

LOGIN | LIBRARY | GREEN | CAMPUSES | CONTACT | A-Z SITE LIST

UNBC UNIVERSITY OF
NORTHERN BRITISH COLUMBIA

FUTURE STUDENTS | NEW STUDENTS | CURRENT STUDENTS | FACULTY & STAFF | NEWSROOM | ALUMNI | CAREERS | GIVE

HOME | APPLY TO UNBC | PROGRAMS & COURSES | LIFE AT UNBC | SERVICES | RESEARCH | ABOUT UNBC

CDI

Community Development Institute

- Community Development Institute Home
- About the Institute +
- Presentations & Conferences +
- Research
- Partners in Community Development
- Resources +
- Contact

Community Development Institute - UNBC

- [*NEW BOOK - "Investing in Place"*](#)
- [*NEW - NEV2 Final Report*](#)
- [*Partners in Community Development: Board Voice*](#)
- [*Spring 2013 - Speakers Series - Housing in a Changing Community: Opportunity for Innovation*](#)

The Community Development Institute at UNBC is interested in two fundamental issues for communities in northern BC: community capacity and community development. By undertaking research, sharing information, and supporting education outreach, the Institute is becoming a vital partner to communities interested in making informed decisions about their own futures.

The Institute emphasizes the importance of capacity-building, collaboration, learning, and complementarity between UNBC research centres. Research that is undertaken balances academic credibility with practical relevance. Beyond research, the Institute is involved in outreach activities and serves as a conduit to expand and enhance local educational opportunities related to community development.

Major: [*Public Administration and Community Development*](#)

Network: [*National Network for Urban Aboriginal Economic Development*](#)

[*Conferences and Workshops Hosted by the CDI*](#)

www.unbc.ca/cdi