

# USING TOURISM & TRAVEL AS A COMMUNITY AND RURAL REVITALIZATION STRATEGY

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UNIVERSITY OF MINNESOTA

**USING TOURISM AND TRAVEL  
AS A  
COMMUNITY AND RURAL REVITALIZATION STRATEGY**

**Edited and Printed by  
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## **Summary of Proceedings**

Tourism and travel is a major component of the United States economy, generating over \$300 billion annually. A sizable portion of this industry is based on the attractions of our vast and beautiful natural resources, much of it accessed through the many small rural communities of our nation.

The purpose of the National Tourism Workshop and the proceedings was to document ideas and resources that small rural communities can use in developing and expanding business and services for tourists and travellers. These ideas can be used to expand the economic benefits from individuals willing to travel and experience rural communities, natural resources, and businesses serving the traveller.

The tourism and travel sector can be an important component of rural development if it is approached carefully with a planned approach to development. This material was developed to help economic practitioners and the cooperative extension system assist local individuals and communities in using tourism and development as an economics development tool and utilize the resources of the land grant system more effectively.

The opinions expressed in this publication reflect those of the author(s) and do not necessarily reflect those of the Cooperative Extension Service or the Land Grant College System.

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## Conference Videotapes

The following conference videotapes are available through the Tourism Center, University of Minnesota.

**Managing Events and Festivals** - featuring Carson Watt, Glen Weaver, and Larry Simonson

**Basic Tourism Marketing** - featuring Sue Sadowske, Jack Gray, and Harriet Moyer

**Wildlife as a Tourism Attraction** - featuring Barbara Soderberg, David Lime

**Local Tourism Attraction Development** - featuring Tom Woods and William Gartner

**Developing a Bed and Breakfast** - featuring Chad Dawson, Barbara Koth, Bob Espeseth, and Bob Buchanan

**Rural and Community Tourism Development** - featuring Carson Watt, Mike Liffman, and Larry Simonson

**Hospitality Training** - featuring Chad Dawson, Bill Bordeau, Glenn Kreag

**Waterfront Revitalization for Tourism Development** - featuring Glenn Kreag, Chuck Pistis, and Ken Pagans

Additional conference proceedings will be available through the Distribution Center, Minnesota Extension Service, University of Minnesota for \$20.00.

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## **ISSUES PROGRAMMING FOR EXTENSION TOURISM - COOPERATIVE EXTENSION'S NEW DIRECTION**

### **Synopsis of Address by Pat Borich Dean and Director Minnesota Extension Service**

Within the last two years, the national Cooperative Extension Services (CES) has begun directing effort and resources toward nine broad-based issues of national concern. Regarding this shift, Borich noted, "Extension needs to focus attention on a select number of important national issues for which education is important and for which we have expertise to share." He stated that CES needs to be recognized as a progressive, visionary organization that truly makes a difference in people's lives. This means focusing on issues that are important to them. Additionally, CES needs to become known less for providing information and answers than for helping define and illuminate problems, helping compare choices and options, and helping provide a process of problem solving.

The "new" CES, according to Borich: (1) is a dynamic, educational organization that is the first thing people look to for help in facing the future; and (2) produces results quickly and helps people make tough decisions.

A major issue statewide and nationally is community economic development, in which tourism plays an increasingly significant role. Tourism education in Minnesota, for example, is a high priority as demonstrated by the recent establishment of the tourism center at the University of Minnesota, jointly sponsored by the State Department of Tourism.

Extension educators in the field can do much to nurture the importance of tourism to economic development; in order to succeed, these professionals must:

- o be proactive in developing demonstrably useful educational programs in business management, events management, etc.;
- o become visible as educational specialists in this area, as addressed at this conference in several ways; and
- o network with other agencies.

In conclusion, Borich noted that this is a great opportunity to be in on the cutting edge of relevant, timely educational programs in this important economic area, and he urged his audience to take advantage of it.

# **THE ROLE OF THE UNIVERSITY IN THE TOURISM AND TRAVEL INDUSTRY**

**John Sem  
Director, Tourism Center  
University of Minnesota, Minnesota Extension Service**

The role of the North American University system in the tourism and travel field has dramatically increased during the last decade. Many of the thirty existing university tourism, travel, and recreation centers have been organized during this time period. In order to understand the growth and demand for university education and research in the industry, it is important to understand the historical development of land grant universities, the role of the center concept within the university, and the challenges facing the university's role in tourism and travel. This paper concludes with recommendations for future Tourism and Travel Center direction and management.

## **Historical Development of the University System**

Higher Education in the U.S.A. was in large part molded by three major pieces of legislation. The first, the Morrill Land Grant College Acts of 1862 and 1890, were developed to provide an opportunity for the children of the working man to secure a higher education. Prior to this legislative measure, universities offered education for the wealthy and upper class families. The Morrill Act provided access for a much wider audience. Degree programs were designed for practical application. Universities began expanding from a liberal arts orientation to include professional education.

The second piece of legislation was the Hatch Act of 1972, which created the Agricultural Experiment Station system. Many agriculturalists of the time believed the university needed more reliable information in order to teach students. This legislation started expanding the role of universities in the field of research.

The third piece of legislation was the Smith-Lever Act of 1914, which instituted the Cooperative Extension Service. The Extension Service was designed to make the knowledge within the land grant system available on a lifelong basis to those who did not attend universities. (Rasmussen, 1989) Adult continuing education was now established and would continue to be expanded into many other disciplines.

Land grant colleges began providing research and adult outreach education in the tourism and travel field as early as the 1960s as part of the expansion of rural development program within colleges. As the industry changed and grew, tourism and travel clientele of the land grant system have requested additional services. In the last decade, the needs of this industry have become increasingly complex, requiring a more sophisticated response from the university system.

## **Why Centers Have Been Created Within the University System to Conduct Research and Provide Education to This System**

Universities have historically been organized according to academic disciplines. In the last fifty years, the number of disciplines has increased substantially. Today, it is no longer adequate to have one or two disciplines working in the tourism and travel field. Universities have responded to this need by creating an interdisciplinary approach through the Center concept. Centers are a mechanism which brings people from a wide range of disciplines to work together on a particular issue or problem. Over 100 centers are now in operation at the University of Minnesota. Examples of these Centers are: The Center for International Food and Agriculture Policy, The Center for Urban and Regional Affairs, and The Center for Research on Developmental Disabilities.

The increased use of the Center concept for the tourism and travel industry is due to:

- (1) the increased growth of the industry;
- (2) the lack of a specific academic discipline identified with the industry and;
- (3) the increased complexity of information needed to operate tourism and travel businesses and organizations.

### The growth of the tourism and travel industry in the United States

The tourism and travel industry has continued to grow rapidly throughout the 1980s. The industry has grown from \$175 billion in 1980 to \$298 billion in 1987; an increase of 70 percent during an eight-year period (USTTA, 1988). Continued economic prosperity in the United States, the relatively low cost of both auto and air travel, improvements in accommodations, and the continued development and aggressive marketing of attractions has helped fuel this growth.

The role of government in this field is also growing. State governments have increased their involvement in promoting tourism and travel industries within their borders. Collective state expenditures increased from \$154 million during 1983-84 to \$284 million during 1987-88; an increase of 85 percent during this five year period (USTTA, 1988).

Recently, many states have increased their programs and appropriations for economic development. The promotion and development of tourism has become a popular economic development strategy in these states.

### A lack of an academic discipline and industry focus on tourism and travel

The tourism and travel industry is, at best, a loose knit system of public agencies, private businesses, and non-profit organizations. Key organizations include hospitality businesses (restaurants, hotels, resorts and bed and breakfast operations), transportation companies, manufacturers of recreational equipment, attractions, convention and visitor bureaus, state departments of natural resources and tourism, the national parks and Forest Service, to name a few.

This wide diversity creates two problems. The first problem is that many of these businesses and organizations do not view themselves as part of the tourism and travel industry. Many public agencies, service industries (e.g., transportation), and even attractions do not identify themselves as part of the tourist and travel sector. It is, therefore, difficult to both identify and mobilize industry and organizational support. The second problem is that the industry is so diverse. It is difficult to identify core academic disciplines within the university that have universal application for the businesses and organizations involved in the tourism and travel field. Existing university courses and programs are frequently scattered across many colleges. Existing Centers and programs are found in forestry, Extension outreach education, applied economics, business schools, home economics, public affairs, and landscape architecture. This diversity is a symptom of the problem of identifying the essential core of these programs.

#### Increased complexity in the tourism and travel industry

Most small businesses and organizations do not have the staff or budget to do their own research and continuing education, and so some of these businesses are now turning to the university system for assistance. The information and technology explosion of the last few decades has made the management and operation of businesses and organizations much more complex. As the complexity continues to increase, the demand for more sophisticated knowledge and research will also increase. To add to this confusion, many organizations, private businesses, industry associations, government agencies, and universities provide programs and information to the industry.

These forces, which include the growth of the industry, the increased complexity in managing today's organization or business and the lack of academic disciplines, have resulted in a rapid growth of the university Center concept. These Centers are able to work with expanded educational and research programming in the tourism and travel field.

The Tourism and Travel Center concept is a frequently selected strategy to (1) bridge various academic specializations, (2) market these programs to potential clientele, and (3) coordinate and focus university functions on a specific topic.

### **The Function of University Centers in Tourism and Travel**

University Centers perform four major functions that are useful to the tourism and travel industry. These functions are research, adult Extension education, academic educational programs, and information distribution.

#### Tourism and travel research

Universities can provide help to the industry by assisting organizations in designing, as well as conducting, research. Many tourism and travel businesses and organizations do not have the resources to conduct research, the knowledge on how to design research projects, or the skills to interpret research results. Often, applied research projects can identify key information or trends useful in product development, marketing, developing issues or problems and management of organizations. Effective university research will

need to begin with applied research problems, identified by the industry, and must include assistance with interpreting research results.

#### Adult Extension education

Centers can help organize and deliver a wide variety of adult classes, workshops and conferences for various industry segments. These Centers can also help other organizations design and conduct effective adult education. Many organizations use only one method to deliver adult education, which can be ineffective at times. Ongoing adult education can play a critical role in helping individuals and organizations adjust to the changing trends and environment in which the industry must do business.

#### Information distribution

Centers can develop, summarize, and distribute research findings, bulletins or fact sheets on industry issues, and publish newsletters to deal with contemporary issues. This information exchange provides a forum for university professionals to communicate with the industry and receive feedback. These techniques are important methods in helping expand the knowledge and skills of people in the industry.

#### Academic course offerings

Recruitment and training of new staff for the tourism and travel industry will become more difficult as the "baby bust" enters the work force at the same time that the complexity of the industry is increasing. University Centers can help potential students to identify existing university courses that would be helpful to pursuing a career in the field. Centers can also work with existing colleges and departments to develop new courses and programs.

### **Challenges Facing University Centers In the Tourism and Travel Field**

The Tourism and Travel Center faces many challenges during a time in which the development and expansion of new programs is difficult. The following are critical issues facing Tourism and Travel Centers.

#### Broadening the tourism and travel constituency served by the tourism and travel centers

Because of historic development and the limitations imposed by small budgets, there is limited faculty dedicated to this issue as well as limited institutional support. Programs have frequently focused on rural areas or on specific segments of the tourism and travel industry or aspects that are large and unique to a specific state. Centers must now recognize the diversity and size of this rapidly-growing industry. As resources permit, programs need to include groups such as the arts, professional sports, attractions, restaurants, transportation, industry associations, the travel trade, tourism and travel suppliers, and the gaming industry. In times where funds to develop and expand new programs are limited and competition for these resources is increasing; it is important to identify and mobilize a client base to develop this funding.

### Legitimizing the tourism and travel discipline within the university

Many corporations and businesses do not identify themselves with the tourism and travel industry, even though they provide products and services to the traveling and touring public. A similar problem occurs within the university. Tourism and travel is not identified as a discipline, and therefore, is sometimes not seen as a legitimate endeavor for scholarly work, including research. The industry has grown rapidly over the last two decades, but many of the public institutions serving society have not caught up with the industry and adjusted their service to the growth. While many university disciplines can make, and are making, major research and scholarly contributions to this industry, the topic has not been systematically adopted by the wider university community. Until it is adopted, many researchers will ignore the industry because it lacks research, resources, and prestige.

### Developing working relationships with the industry and government

Many state departments such as tourism, transportation, natural resources, and economic development manage programs and resources that are important to the tourism and travel industry. Since these departments play a key role with legislatures and governors, it is important to develop working relationships with them. The university system can offer educational program development and augment the research capabilities of these departments. It is also important to develop working relationships with the wide variety of industry groups. These groups have an effective network to reach the potential audiences for Tourism and Travel Centers and are a source of support for tourism center programming and activities.

### Develop a stable funding base

Most tourism and travel centers within universities do not have stable or long-term funding commitments. Tourism and travel centers borrow people from existing departments, conduct contract research, receive funding from short-term special projects or have a small funding base from the Extension Service or Land Grant universities. A more stable funding base is needed for long-term success. A key to stable funding will be our ability to mobilize the tourism and travel industry to support the Center and to assertively press the university administrations and state legislatures to fund tourism and travel programs. Without this support, professionals in this business will never acquire the resources necessary to develop the long-term programs needed to be successful.

### Critical evaluation of tourism and travel industry issues

It will be easy for Centers to become proponents of tourism growth and development. It will, however, be important for Centers not to fall into this trap. The education and research processes can help individuals, organizations and communities take a realistic look at both problems and benefits of the tourism and travel field. This field, like many others, will create environmental, governmental and cultural problems. Assisting groups and individuals face these problems, while continuing to bring a realistic and positive force to this industry, will be an important challenge.

## **Recommendations for Future Tourism and Travel Center Directions**

Many Tourism and Travel Centers are now going through a developmental phase as the interest in research and education by the industry increases. The following recommendations address key steps that should be taken to strengthen Centers throughout the nation.

1. Develop working relationships with trade and industry associations. Many groups such as attractions, travel agents, chambers of commerce, campgrounds, marinas and charter boat operators, convention and visitor bureaus, restaurants and hotels have state groups or associations that are critical for support of tourism and travel centers. The cooperation of these groups is important in order to gain support from state legislatures and achieve reallocation of resources from university administrators.

Centers must begin to cooperate and inform major national associations of our existence. Most do not know about the extent of Centers within the university system.

2. Establish endowed programs or chairs to support research and adult educational programs for the industry. Many other industries have invested funds in university endowments to develop research and educational programs. The tourism and travel industry has the resources and the imagination to develop innovative approaches to endowments. While many of these endowments may start small, they can be important sources toward establishing a long term funding base for university activities in this industry.

The Tourism Center of the University of Minnesota has an industry campaign underway to raise a one million dollar endowment. The Center is asking the industry for a long term investment in tourism and travel adult education and research. If the campaign is successful, the industry will be asked for their input into the endowment's use.

3. Develop strong working relationships with state tourism departments. Universities can offer these departments critical services needed by the tourism and travel industry. We must put aside jealousies to establish these critical relationships.

Some states have developed working relationships that rely on the strengths of both organizations. Universities have the educational and research skills while the state has access to industry and state managers, marketing and public relations skills and a mandate from the legislature to work with the industry.

4. Establish tourism and travel education and research as an important program for university academic and research faculty. Academic research support is critical to developing both internal funding and quality support for this industry.

5. Develop a strong working relationship with tourism and travel faculty from across the nation. The number of faculty positions throughout the nation in this field is quite small. Limited resources make it very important to share our research and educational resources in order to serve our clients. We must become innovative in sharing our resources and skills among institutions and organizations.

Examples of working relationships are the plans for Minnesota, Wisconsin, and Michigan to share a portion of tourism faculty time with other North Central University Extension Services and the North Central Region's joint publication on Developing a Bed and Breakfast Business Plan. Various joint venture models must be developed for use in a wide variety of programs, material development, research, and sharing faculty.

6. Establish a strong university curriculum to help train future employees and leaders in this growing and important field. Courses must be developed for the tourism and travel field in existing programs offered by various schools such as the Colleges of Forestry, Applied Economics, Home Economics, Vocational Education, and Business Management. Degree and certification programs need to be developed for various segments of the tourism and travel industry.

The future for universities in the tourism and travel field looks bright and exciting. Strategic action today will result in strong research and educational roles for universities in this industry for the future.

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## WHAT'S HAPPENING WITH CENTERS IN THE U.S.A.?

**Richard Gitelson, Director  
Penn State Center for Travel and Tourism Research**

During the past year and a half, I have served as a co-editor for a special issue of Visions in Leisure and Business on university-based tourism research centers. As part of that process, an effort was made to contact as many of these centers as possible that existed within the United States. The initial list of centers that was contacted came from efforts that had been made by John Sem and others, beginning at the 1987 Travel and Tourism Research Association meeting in Seattle. Of the 15 centers that expressed an interest in taking part of the special issue, 15 submitted reports describing the efforts of their centers.

Center directors were asked to describe the various aspects relating to their operations, e.g., the history behind the creation of the center, the purposes and objectives of the center, the resources available to the center, examples of what was being done, problems that were being encountered and possible solutions, and methods for publicizing the center. This paper will discuss some of the reasons for the creation of these centers, along with some examples which show what the centers have accomplished.

### **The Centers in the Study**

Although formalized efforts to study tourism at one of these universities dates back to 1915, nearly all of the centers were created within the last few years. In fact, 8 of the 13 centers were officially created within the last 3 years. This recent move to establish centers ties in with the growing recognition of the economic importance of tourism to most state economies. For example, tourism is the number one industry in Florida and Hawaii, and within the top three industries in each of the states that contains a university-based research center. It also may represent a bit of the "keeping up with the Jones" syndrome. The following list contains the centers that were included in this report, the university where they are located, the year they officially received recognition, and some background information provided by the centers.

#### **Clemson University - Recreation, Travel and Tourism Institute (RTTI) - 1985**

Location: Department of Parks, Recreation and Tourism

Funding: Limited funds provided by department with most of funding coming from external sources for specific project support.

Staff levels: Part-time director who is faculty member of department, staff support from department, and other faculty support on project by project basis.

#### **Michigan State University - Tourism and Recreation Resource Center (TTRC) -1988**

Location: Autonomous unit in College of Agriculture and Natural Resources. Space is provided by Department of Park and Recreation Resources.

Funding: During 1987-1988 years, 70% came from Ag Extension and Co-op Extension Service. Remaining amount came from grants, sales, fees, and gifts.

Staff levels: Half-time director, full-time administrative assistance, full-time computer specialist, half-time communications specialist, full-time assistant professor, 1.25 graduate assistants.

**Northern Arizona University** - Arizona Hospitality Research and Resource Center (AHRRC) - 1987

Location: In the School of Hotel and Restaurant Management

Funding: Part time from line-time and part from research projects.

Staff levels: 1 Director, 1 Research Coordinator, 2 part-time graduate assistants, 1 secretary/research assistant.

Recommendations for other centers: Seek and obtain support of industry.

**Oregon State University** - Office of Tourism Research and Development (OTRD) - 1987.

Location: College of Business

Funding: Funded with seed money by office of Vice President of Research. Intent is to become self-sufficient.

Staff levels: A quarter-time coordinator and a quarter-time clerical assistance. Other faculty on a project basis.

Recommendations for other centers: Establish a concise focus, ensure an interdisciplinary approach, and build a triad between higher education, government agencies and the tourism industry.

**Penn State University** - The Center for Travel and Tourism Research (C1TR) - 1987.

Location: Department of Leisure Studies within the College of Health and Human Development

Funding: No direct operating funds although center has access to department staff. Funding for projects comes from external sources and department support for basic research.

Staff levels: Quarter-time director and one graduate student. Other faculty on a project basis.

Recommendations for other centers: Get line-item funding for at least operating budget. Get state and industry support.

**Rochester Institute of Technology** - The Institute for Tourism Development (ITD) - 1986

Location: Unit in School of Food, Hotel and Tourism Management

Funding: Began with \$25,000 loan from provost, which was paid back in first year. In first two years, generated \$275,000.

Staff levels: Has half-time director, full-time coordinator and director of research and part-time secretary.

**Texas A&M University** - Texas Tourism and Recreation Information Program (TTRIP) - 1987

Location: Department of Recreation and Parks. It is a cooperative effort of the Texas A&M University, the Texas Agricultural Experiment Station, The Texas Agricultural Extension Service, and the University of Houston's Conrad N. Hilton College of Hotel and Restaurant Management.

Funding: From sponsoring entities and external sources.

Staff levels: Full-time coordinator and two associate coordinators responsible for research and statistical reporting and education and community assistance. Two additional Associate Coordinators are stationed at the Houston campus.

**University of Central Florida** - Dick Pope Sr. Institute for Tourism Studies (DPSIFTS) - 1979

Location: Division of Sponsored Research.

Funding: Line-item of sponsored research and from individual commercial research.

Staff levels: Director, half-time research director, and one part-time graduate research assistant.

Recommendations for other centers: Secure funds and university approval to market the institute as a commercial institution. Develop "exposure" strategy that will familiarize the Institute with the industry and local community.

**University of Colorado** - Business Research Center (BRC) - 1915, Center for Recreation and Tourism Development (CRTD) - 1981

Location: College of Business

Funding: BRC - 50% line-item part of budget, 25% research projects, and 25% from sale of publications. CRTD - faculty and other positions are line-items. College of Business provides space, telephone support, some travel, and copying. Approximately \$400,000 comes from external sources.

Staff levels: Director of BRC is half-time position as is project director of the Travel Reference Center, one half-time appointment in charge of journal. Director of CRTD is full time, two full-time project coordinators, 1 administrative assistant and one graduate student.

Recommendations for other centers: Make sure you have adequate budget and staff before launching the center. Make sure your efforts have support of central administration.

**University of Hawaii** - Center for Tourism Research and Policy Study (CTRPS) - 1985 (legislation proposed in 1988 to get state recognition and funding)

Location: Within the School of Travel Industry Management which is part of the College of Business Administration.

Funding: Director (from instructional budget), all other funding comes from external sources, has asked for direct state appropriation.

Staff levels: Director of research (full-time) and faculty members who participate on an overload basis or release time.

Recommendations for other centers: Get state support, including direct funding, as way of increasing chances for survival.

### **University of Minnesota - Tourism Center (TC) - 1987**

Location: Extension

Funding: Sources include state of Minnesota, sea grant, extension, and county contributions

Staff levels: 4 faculty members

### **University of South Carolina - Institute for Tourism Research (ITR) - 1985**

Location: Department of Hotel, Restaurant and Tourism Management

Funding: Initial support came from department, now center is self-sufficient.

Staff levels: Director is half-time appointment. 4 Student research assistants.

Recommendations for other centers: Secure at least a 10 1/2 month appointment for full-time director. Have administration commitment to an initial budget of "good monies" to allow time to develop accounts receivable.

### **University of Wisconsin-Extension - Recreation Resources Center (RRC) - 1969**

Location: Free-standing unit within extension division

Funding: 70% from extension for salaries, 6% from small business development center, 4% from sea grant, 10% from research grants, 10% program revenue from workshops.

Staff levels: 2.5 full-time marketing specialists

Recommendations for other centers: Try to get as much hard funding as possible, otherwise you'll be driven by funding sources and your goals and objectives may differ. Attempt to get broad-based support.

## **Why Centers Have Been Created**

### **Foster interdisciplinary efforts**

Although the centers are relatively new, the study of tourism within university settings is not. Nearly every discipline within a university has an interest in some facet of tourism. For example, at Penn State, we compiled a Directory of Tourism Scholars, which included faculty and staff that indicated they were directly involved in the study of some facet of tourism. Over 32 disciplines and administrative units were represented in the directory.

Thus, one of the major reasons for creating Penn State's center, which was also mentioned by most of the other centers, was to encourage and foster interdisciplinary research (see Sem's article for a more extensive treatment of this and other reasons why centers have been established). For example, a recent grant proposal included individuals

from four separate entities at Penn State, i.e., the Department of Leisure Studies, the School of Business, the School of Agriculture, and the Transportation Institute.

Various programs, e.g., geography, community development, economics, business, theater and dance, education, and the arts, have contributed to the efforts of the CRTD at the University of Colorado. This center has also fostered cooperative research efforts with faculty at the University of Illinois, North Carolina State University, the University of Wyoming and the University of Idaho.

#### Provide educational programs

This purpose is not surprising considering that a number of centers are located in the extension unit of their university. But even a number of the centers that are located in more traditional academic orientations listed this goal as a major reason for creating the center.

To date, Clemson University has provided educational programs to over 3,000 individuals on topics ranging from marketing techniques to the management of festivals and bed and breakfast operations. Clemson's center also has sponsored a annual tourism conference.

Both the Wisconsin and the Minnesota Centers offer a number of workshops, conferences and seminars for members of the tourism industry. For example, this conference is being co-sponsored by the Minnesota Tourism Center.

One of the first efforts of the Tourism Institute at the Rochester Institute of Technology (the only private school in the study) was to provide travel agent training. This was made possible when American Airlines donated 20 computerized reservation systems to the school in which the institute is located. In addition to this program, the institute offers seminars for state departments and small businesses.

Michigan State's center operated a series of year-long educational seminars but found them to be too costly. The center now sponsors day-long seminars on tourism development and other tourism issues as well as co-sponsoring the state's tourism conference.

Nearly all the centers contain extensive reference centers. The most extensive collection is maintained by the Business Research Center at the University of Colorado. Due largely to the initial efforts of L. J. Crampton, and then to Chuck Goeldner, who took over the operation in 1967, the reference center now contains approximately 8,000 documents. The center will conduct literature searches and produce bibliographies for a fee, based on their extensive indexing system.

The center at the University of Hawaii also maintains an extensive reference center, which contains over 4,000 books, reports and statistical publications. These materials are used by students, researchers within the university and the state, and by members of the Pacific Asia Travel Association.

### Conduct applied research

All of the centers will contract out to do applied research. While the primary focus of most centers is either on local or state-wide studies, nearly all have done studies outside of the state borders in which the center is located. In fact, several of the centers have been involved in international research studies.

For example, the Dick Pope Sr. Institute for Tourism Studies at the University of Central Florida has conducted studies for local tour operators and local attractions as well as for the country of Spain. The Center for Recreation and Tourism Development at the University of Colorado has been involved in a 6-state study which has focused on rural tourism development.

The economic impact of tourism has been the focus of a number of center studies. Tourism centers at Penn State, Clemson, Michigan State and the University of South Carolina have done studies focusing on the economic impact of local events or the impact of tourism on the state economies. In addition to the economic impact studies, centers have focused on the cultural, social and environmental impact of tourism, Centers have also dealt with various aspects of consumer behavior, visitor/tourist satisfaction, motivation, feasibility studies, image studies, etc. The following table contains a few examples of the studies carried out in the past few years by these centers.

**Table 1. Examples of Studies Conducted by Research Centers**

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1. Study done to establish base-line data to use in evaluating state tourism advertising efforts
  2. Study done to evaluate two methods of collecting individual estimates of spending levels during a short-term event
  3. Evaluation research for a Canadian province
  4. A feasibility study for a county government considering the sponsorship of local meetings and conventions
  5. A study of 6 state tourism offices which resulted in the creation of a state tourism board
  6. Studies on the liability crisis and non-consumptive uses associated with tourism
  7. An impact study of a post-labor day school opening on tourism in South Carolina
  8. A beach users survey for Hilton Head Island
  9. Outdoor recreation resource planning for a military installation
  10. A study of Hawaiian residents' perceptions of the impacts of tourism on Hawaii
  11. An inventory of hospitality resources within Florida on a county by county basis
  12. Restaurant and lodging feasibility studies
  13. Studies of the level of attractiveness of various tourism regions in Hawaii
  14. Implications of various air traffic routes
  15. A study done to determine the motivations of visitors and post-arrival behavior
  16. Development of tourism master plans
  17. Demand/supply studies for Great Lake fishing
  18. Development of computer software for regional inventory/customer tracking
-

### Information distribution

All centers considered distribution of travel-related information and research results as one of their major functions. For centers like the one at Minnesota, which are located within extension units, an existing communications network facilitates this process. Most centers, either in addition to this mechanism or in lieu of it, rely on newsletters, the sale of publications, research reports, and other publications as the means of disseminating information.

The BRC at the University of Colorado uses a direct mail campaign advertising the various publications that are available for sale and the services which the center furnishes such as information searches. The center at the University of Oregon relies on brochures, newspaper releases and the state tourism office to disseminate information about what the center is doing. Northern Arizona's tourism center publishes a quarterly publication called the Arizona Hospitality Trends.

The Minnesota Tourism Center offers a series of excellent brochures on a number of topics of interest to the tourism industry. For example, there are brochures on how a community can attract and serve visitors, how to market tourism, and how to evaluate tourism advertising efforts. This center also provides several publications aimed specifically at home-based businesses such as bed and breakfast operations.

One publication sold by the University of Clemson's center, Small Town Tourism Development, is now in its fourth printing. Sales from this document, priced at \$10, has helped the center make up the deficit incurred by their annual conference.

### **What the Future Holds for University-based Research Centers**

I predict a number of new centers will be created within the next few years. In fact, this is already occurring. While I was soliciting information for the special issue of Visions in Leisure and Business, a center was announced at North Carolina State University, and I received a call from another university that was in the process of creating a center.

Although the centers that exist have contributed a great deal to the tourism industry, there are still a number of problems that will have to be overcome if this success is to continue. John Sem's paper describes most of these problems and contains a number of excellent recommendations that, if followed, would help to insure the continued growth of these centers. His recommendations are supported by other center directors (see the early description of research centers in this paper).

What are the ingredients needed for success? As John Sem pointed out, all a center has to do is 1) develop working relationships with trade and industry associations, 2) establish endowed programs, 3) develop strong working relationships with state tourism departments, 4) establish tourism and education research programs as an important program for the university, 5) develop a strong working relationship with tourism and travel faculty across the country, and 6) establish a strong university curriculum to help train future employees for the travel and tourism industry. While this sounds like a rather

ambitious agenda, the good news is that some of the centers, such as the ones at the University of Colorado and Michigan State, have to a large degree succeeded.

## **PLANNING A TOURISM STRATEGY FOR THE YEAR 2000**

**Clare A. Gunn, Professor Emeritus  
Texas A&M University**

For my topic today, I'd like to modify the title slightly in order to identify the major challenges I see ahead for tourism. To me, these are very important if we are to have a tourism strategy for the year 2000 and beyond, especially for small towns and rural areas.

It has been my good fortune to have witnessed many advances in tourism development over my lifetime. I recall vividly the dusty gravel roads in an open Model T Ford as I traveled with my parents to Michigan's upper peninsula in 1925. Then, what an improvement it was to travel from Michigan, some 7,000 miles throughout the West in a Model A Ford in 1929. Of course, we went through three sets of tires and a set of brakes on this camping adventure.

As I began my career in tourism in 1945, our major educational task then was to convince cabin operators to update from "a room and a path" to "a room and a bath." Or, that the market much preferred central heat to the smelly and hard-to-light oil burners of the day. It is tempting to reflect on the dramatic shift from the bouncing and slow-going propeller planes to the comfortable and speedy 747's I traveled on last week, returning from Australia.

But, we are here to look ahead and plan for a better future of rural and small town tourism. As I gathered my notes for this occasion, it seemed to me that we now face four major challenges -- challenges that may require an entirely new thrust for Extension.

### **Greater Community Integration**

My first challenge I call the need for "Greater Community Integration."

In my work in community tourism development, here and abroad, I find that the myopic vision of tourism is a major obstacle to progress. Tourism is seen in a very narrow and naive manner.

In most small towns, the expansion of tourism is seen as a simple task requiring only more money on promotion. And, there is a belief that this can be done overnight if the chamber of commerce would just get busy or, all we need is a new motel.

We have not yet learned the lesson that tourism is everybody's business. No other business or industry involves so many facets of the community. A simple test I have used often is to ask a resident what he does when friends and relatives come to visit. Does he leave town because he is so ashamed of what his town has to offer?

Are the highway approaches to town lined with weeds, trash, and billboards? Do all activities die at five o'clock? Are you ashamed of your community's amenities, such as

its parks, museums, and streetscapes? Are your shopkeepers aware of the value of courteous and helpful service to visitors or do they begrudge tourists as bothersome? It has been my experience, reinforced just last week in several small communities in Australia, that most small towns are unaware of the key stakeholders in tourism -- that the decision makers involve many people in three different categories.

A major category, and one usually forgotten, is that of government -- government at all levels, from local to federal. Decisions that impact tourism are made regularly on street improvements, route changes, signage, water supply, sewage disposal, safety and fire protection. How well government agencies develop and maintain campgrounds, park areas, and waterfronts can make all the difference in tourist appeal and service -- the difference between an ugly and an attractive community. Yes, city councils, political leaders, park managers, police and county commissioners, as well as state and federal agencies are involved in tourism.

A second actor group, often little recognized, is that of the many volunteer and non-profit organizations. Parks and recreation areas sponsored by Rotary and Kiwanis clubs and historic sites developed by women's organizations are often the backbone of local tourism. Sponsors of festivals and events are likely to be non profit organizations. Culture groups (arts, music, drama) and church and youth groups are involved in tourism.

A third actor group is of course the commercial sector -- but, this includes much more than the obvious lodging and food businesses. The banks, garages, hardware and food stores are often used by tourists. Insurance agents, realtors, doctors, and repair shops, such as for watch and eyeglass repair are frequently sought by tourists.

Unfortunately, very few communities have set up any mechanism to bring these many stakeholders together -- to alert them to how dependent they are on each other. In fact, the go-it-alone attitude actually stimulates antagonisms that hamper understanding and cooperation.

Townpeople often resent tourism developers and some park managers actually believe their job is to keep people out of their parks. Public agencies at all levels of government are so busy protecting their bureaucratic turf that they seldom reach out to cooperate with other agencies.

I have observed the dramatic effectiveness of problem-solving by merely bringing opposing forces together. Once at a costal tourism conference a representative of Hyatt hotels sat opposite a delegate from the Conservation Foundation at a luncheon. What started as cutting criticism of each other's policies on coastal land use ended in congenial agreement that hotels had a place in the coastal zone but did not need to destroy access and vistas of waterfront lands. In many instances, groups can solve their own problems if some neutral force can bring them together.

And so, a major challenge before all of us who work in the field of tourism is to seek out ways in which we can bring these diverse tourism actors together, not only for the good of tourism but for their own success. I am convinced that few communities are going to

measure up to their opportunities for tourism unless dramatic changes take place in greater integration of all actors and actions in tourism -- and, Extension is the very one to do it, but only if it can mount a much greater thrust than we see today.

### **Greater Conservation-Sustainable Development**

The second challenge I would like to place before this group is the need for greater conservation and resource protection. Somehow we seem to have forgotten that the very foundation for tourism is the land, and especially the rural lands. We have been so preoccupied with promotion that little attention is paid to the very important roles of the natural and cultural resources.

And, the dominance of urban tourism has diverted our attention from the many values of rural lands. The super domes, big convention centers, and big hotels and their flashy advertising draw our attention away from the importance of rural tourism. In Texas, for example, a study in 1983 showed that outdoor recreational travel amounted to \$9 billion - - 60 percent of total travel expenditures that year! Yet, we continue to focus attention and spend most promotional dollars on the cities.

Where would tourism be without water resources for swimming, fishing, skiing, boating, cruising, and canoeing, mainly in rural areas? Wildlife resources are increasingly important for nature appreciation and photography as well as for hunting. Hills, mountains, and valleys give us the very foundation for mountain climbing, soaring, hang-gliding, down-hill skiing, and scenic overlooks. Clear and unpolluted air in the country gives the traveler a refreshing break from the fouled atmosphere at home. And, the vegetative cover -- the trees, shrubs, wildflowers, and grasses -- provide habitat for wildlife and background for much of our scenic enjoyment.

In recent years, several of our travel market segments have demonstrated great interest in their heritage. Archeological digs and underwater archeology are becoming significant tourist attractions. The historic sites, ethnic customs and crafts, industrial and technological achievements are increasingly popular among many travelers.

But, in spite of our greater environmental awareness since the 1970s, these great assets of rural lands are again under attack. There is no room for complacency. It is the main topic in every small town tourism meeting I have attended lately -- I heard it in Texas, in South Africa, in Canada, and in Australia.

Outside investors are buying up rural lands for new resort and condominium development everywhere I go. On the surface, this sounds like progress -- and it does reflect a market need. But, the key issues are where and how such developments are made.

Too often, new developments today erode the very resources important to tourism. Poor location and poor design are stealing our beaches, ruining scenic views, and eroding fragile resources. Historic areas are being smothered by high-rise glass boxes and many communities continue to pour their sewage and toxic wastes in nearby waters.

It seems that the greatest abuse is taking place in rural areas near the cities. The very attractiveness and lifestyles of rural lands are being threatened daily by these abusive land developments. And, because rural areas generally have little clout, they are unable to fight back. Environmental issues are more critical than ever. The future of rural and small town tourism is increasingly bleak if greater action is not initiated right now. New land use legislation, new plans and planning, and stronger political action must take place in rural areas. If there ever was a time when Extension is needed, it is now.

### **Greater Urban-Rural Collaboration**

My next point concerns the very important relationship between a small town and the nearest large city.

For many reasons, we think of ourselves as competitors rather than friends. The rural and small town life style -- a quieter pace, less congestion, and romantic belief in the country -- foster not only independence but often rivalry with the nearest large city.

Antagonism toward the big city also comes from the fear of outside pressure. Big investors, financiers, and political leaders frequently impose their will upon small towns and rural areas. This causes frustration and defensive attitudes locally.

From the tourism perspective, this results in many lost opportunities. Little understood is the opportunity for better tourism in both the larger city and surrounding rural areas and small towns if they worked together. If the truth be known, much of big city tourism depends upon the rural resources and activities.

When cooperation replaces antagonism, large cities increase their tourism by adding motor coach tours to nearby areas. They can increase their store of attractions by encompassing a larger area. Small towns and rural areas can benefit by the many programs of promotion and information if they are a part of the larger complex.

Even small towns tend to ignore the importance of the surrounding rural areas. I have seen many instances of poor cooperation between the county and a city, reducing the tourism opportunities of both:

Recently in Texas, we have seen some dramatic examples of tourism progress due to new collaboration between small towns and the surrounding region. The superintendent of the Lyndon B. Johnson National Historic Park -- the Texas "White House," has stimulated excellent cooperation with tourism development in the nearby towns of Blanco, Johnson City, and Stonewall. A non-profit organization that he fostered, called the LBJ Heartland Council, is now planning for greater resource protection and compatible tourism development. For the first time, public-private cooperation is taking place.

Not long ago, Dr. Carson Watt and our Extension program became involved in solving conflicts between tourism and conservation in the rural area surrounding New Braunfels. The Guadalupe River had become extremely popular for rafting and tubing, resulting in erosion of the river bank, trash and litter along the riverside, vandalism, and drunken

disorder, and invasion of privacy of nearby homes. Meanwhile, commercial development was increasing in response to this water recreation demand. This had resulted in a complete stalemate between conservation and development groups.

After two years of catalytic action by Extension, the river is now safe and controlled, the banks have been restored, the park agencies are cooperating as never before and conflict has virtually disappeared.

A major challenge and opportunity for Extension today is to bring urban and rural areas together for greater tourism achievement by both.

### **Overcome Tourism Illiteracy**

My final point is that we need to do a better job of overcoming tourism illiteracy. Yes, most communities are illiterate regarding tourism as a system. Individual businesses and agencies know a great deal about their separate enterprises but very little about how it all fits together -- or perhaps, doesn't fit together.

First of all, we need better understanding of the demand-supply function.

An Australian tourism development manual asks communities to perform a "gap" analysis -- the study of whether there is a gap between what visitors want and what the community could provide. Most areas have no information at all about markets, especially potential markets. Traveler interests and objectives are changing rapidly. Travelers are more sophisticated and more active today and certainly they are more diversified.

But, how well are communities and rural areas responding to these new needs with the proper development of the supply side -- the appropriate attractions, the transportation and access, the services, and the information and promotional systems?

In the last three years I have collaborated with Price Waterhouse on the development of three state tourism plans -- New York, Oklahoma, and Washington. In order to gain local insight we held several workshops throughout each state. In each case, the local tourism interests identified the need for technical and professional assistance. Even well developed areas said they would like a team of specialists to come in and evaluate what they were doing in tourism.

The entire range of tourism research and education must be utilized to a much greater extent than today. Conferences, workshops, meetings, and short courses as well as higher education can be very effective, but today's programs need to be multiplied.

### **Conclusions**

What do I conclude from this discussion? Certainly, most of the points I have made are not new to you. And, many of you have already made progress on their solution. Surely, we do need greater community integration, greater conservation and sustainable

development, greater city rural cooperation, and much greater progress to eliminate tourism illiteracy. And, Extension has the tradition and the structure to meet these needs.

Unfortunately, the volume of Extension activity is so small and spread so thin that it is virtually impotent. The need is clearly evident but unfortunately neither the public nor private support is sufficient to give extension the muscle it needs to get the job done.

It is refreshing to see that a few states, such as Michigan and Minnesota, are rallying to the need for better research and education. But, if tourism is to live up to its expectations and avoid many pitfalls, these efforts must be multiplied many times throughout the country. Political leaders, industry leaders, and university leaders must be convinced that they are missing their greatest opportunities by giving so little support to better public service education for tourism, especially in the rural areas and small towns.

In my opinion, the greatest need in this country today is a joint public-private research and educational program at the state level. If the national and state policy of the Cooperative Extension Service can be amended to make tourism as important an objective as agriculture, this would be the logical agency to sponsor a new tourism educational thrust. This may require new legislation at both the federal and state levels.

If, on the other hand, tourism is given only token support, or, as has been done in the past, it is justified only as it relates to agriculture, it will never meet the need so vividly evident throughout the land. In this case, it may be necessary to create an entirely new agency to get the job done. Governments of other countries, notably Canada and Australia, have recognized the need and are providing staff support for tourism guidance at the local level.

Notice that I emphasize a joint public-private program. So far in this country the private sector has not yet gone beyond the stage of promotion. At both the state and national levels, tourism organizations provide little or no support for educational programs. An outstanding exception is the scholarship program of the National Tour Foundation. Recently, at the annual conference of the Travel Industry Association of Manitoba, I learned that it was giving high priority to matters of the environment and human resources -- a policy unheard of by the private sector in this country. Our own National Tourism Policy Act of 1981 recognizes the need for greater education in domestic tourism. However, thus far, congress has not been interested in supporting the U.S. Travel and Tourism Administration very much beyond promotion overseas. Only recently was it given the charge to investigate the need for a national policy on rural tourism.

Again, I feel that the major challenges ahead, in order to plan for a better tourism future, include: greater community-wide integration, greater conservation and sustainable development, greater urban-rural collaboration, and the great need to overcome tourism illiteracy. These are the gleanings of one who has seen enough of the past in his lifetime to believe in people like yourselves to meet these challenges and to assure us a bright and productive future.

**TOURISM RESEARCH  
ROLE OF STATE TOURISM OFFICE AND  
UNIVERSITY EXTENSION SERVICES**

**Linda Limback  
Assistant Director  
Minnesota Office of Tourism**

The primary mission of the Minnesota Office of Tourism is to increase travel dollars spent in the state, a mission which is quite typical for any state tourism program. We focus our program strategies on luring new tourists to Minnesota, especially those from out-of-state, or increasing the travel dollars spent by repeat tourists. Our research, like most state tourism offices' research, is "applied." And most frequently it is directed at measuring the success of programs toward accomplishing their goals or toward designing smarter marketing strategies.

**In-house Research Strategies**

Table 1 shows specific studies that the Minnesota Office of Tourism has conducted. These fall into the following general categories:

- \* Program tracking and evaluation - monitoring programs and calculating their success. Did these programs meet their goals, at what cost and were they effective?
- \* Customer satisfaction - Did our services (information, staff hospitality, brochures) meet customer expectations? How could we better serve client needs?
- \* Market research - What are the perceptions of the use level of our products/resources (tourism opportunities)? Who is using it and who else might use it? How do we present our product to potential users to maximize its appeal? What marketing medium is best for our product?
- \* Broad economic impact of travel research - There are no perfect measures of economic impact. As a state department we look for the most reliable sources. We need credibility, comparability over time and comparability to other states.
- \* Issue analysis. Political tourism issues arise frequently. The tourism office tries to avoid taking a position which favors one area over another. When asked by our legislature to assist them with an issue, we try to limit our involvement to supplying them with the best data available on the subject and facilitating their analysis in any way that we can. We provide background information and basic data. The research staff for the legislators can evaluate it and determine policy.

**Table 1: Examples of Research Projects Conducted In-house  
Minnesota Office of Tourism**

- I. Seasonal survey of inquirers to the Minnesota Travel Information Center
- II. Survey of Highway Travel Information Center visitors
- III. Customer satisfaction surveys
- IV. Sports show evaluation
- V. Monitoring Minnesota travel indicators
- VI. Identification and tracking of group tours
- VII. Visitor perceptions of Minnesota as a vacation destination
- VIII. Monitoring and evaluation of advertising buys
- IX. Census of accommodations in Minnesota and profile of amenities for use by the Minnesota Travel Information Center
- X. Regional profiles of tourism infrastructure
- XI. Accommodation occupancy surveys
- XII. Monitoring of regulations that affect Minnesota tourism industry
- XIII. Measurement of customers preference for brochure formats and methods of information organization

- \* Public service. We do some research that covers large segments of the tourism industry such as a study of resorts or campgrounds. We also try to follow major travel trends such as the tendency for many working couples to take shorter but more frequent vacations. We seldom do research that is specific to a small area or community or a part of an industry. Most of our samples are not large enough to provide reliable data on a small area. By request we assist individual businesses or communities by providing them with our statewide statistics, helping them define studies of their own or referring them to the sources that may have local data. However, we do not feel it is our primary role to offer such assistance.

The Minnesota Office of Tourism has seldom funded or been involved in graduate student research. Graduate research has two major problems to overcome before many industries or businesses will assist. The first is the poor track record most graduate students have in completing the work. Frequently grad students leave the universities before finishing their projects. We need some assurance that the work will be complete or a professional such as a professor will take responsibility before we would consider assisting. Also, graduate students seldom have evidence that the quality of their work is scientifically rigorous and will hold up to careful scrutiny.

This year was the first year that the Minnesota Office of Tourism assisted any graduate student work although we have been approached frequently. One student conducted a Minnesota image study which measured out-of-state resident perception of the tourism resources of Minnesota and compared them to the perceptions of resources in a number of other Midwest states. The professor, Bill Gartner of University of Wisconsin - Stout (who is with us today), was willing to accept responsibility for the project.

Another of Professor Gartner's students came to us to ask if we could suggest a Master's thesis topic. We had just finished a joint project with AT&T on which we wanted some additional evaluation performed. The project set up a telemarketing center to sell Minnesota winter vacation packages. The initial evaluation proved the project to be quite unsuccessful in terms of return on investment but left some questions unanswered. We did not have the time to look any further until the graduate student proposed conducting a second part of our study. We provided in-kind services to this student such as data entry and statistical runs, mailroom and printing services for him to conduct a survey of the telemarketing participants to measure their receptiveness to telemarketing in general, vacation telemarketing in specific and the Office of Tourism's involvement in such a promotion. (We retained a copy of the data set in case he did not complete his study so we could analyze it ourselves.)

## **Cooperative Relationships with the Minnesota Extension Service**

The Office of Tourism views the primary purpose of Extension Services to be EDUCATION. Table 2 shows the types of Extension Services (University of Minnesota Tourism Center) projects that we have supported. Most of these studies involve community or industry educational services. We view Extension as the home for:

- \* Applying broad industry trends to specific markets and industries
- \* Business assistance (including small business technical assistance to enhance profitability such as brochure critiques and financial analysis)
- \* Community marketing and research assistance
- \* Market studies for local area or small segments of the industry (i.e. campground study in northeastern Minnesota)
- \* Hospitality/customer relations training

To date we have had a very fulfilling relationship with the Minnesota Extension Service. Hopefully all these research pieces work together to create a wiser and more responsive tourism industry.

**Table 2: Examples of Extension Service Programs Supported by Funds from Minnesota Office of Tourism**

- I. Hospitality/Customer Relations Training Seminars
  - \* In-person seminars at various locations throughout state
  - \* Satellite teleconference
  - \* Pre-recorded program
- II. Industry Training/Educational Seminars
  - \* Resort conference (focusing on current issues affecting industry)
  - \* Bed and Breakfast Conference
  - \* Bed and Breakfast Industry Profile
  - \* Bed and Breakfast Customer Profile
- III. Community Training/Educational Seminars
  - \* Festivals and Events Seminar
- IV. Educational Brochures/Information Sheets
  - \* Tourism Brochures to Boost Business (How to design a successful brochure)
  - \* Tourism Advertising: Some Basics
  - \* Evaluating Tourism Advertising with Cost-Comparison Methods
  - \* Community Travel and Tourism Marketing
- V. Fund Raising for Endowed Chair Dedicated to Tourism Education and Issues

**Table 3: Minnesota Office of Tourism's Use of Contract Research Firms**

- I. United States Travel Data Center - Economic Impact of Travel on Minnesota Counties.
- II. National Family Opinion Research, Inc. A quarterly survey of a sample of households to determine travel patterns.
- III. Claritas - Geo-demographic customer profile
- IV. Davidson-Peterson, Associates - Tourism Development Potential in the Interstate 90 Corridor
- V. Peat Marwick Main and Company - Winter Marketing Study
- VI. Data Base Analysis - identifying repeat users of the Office of Tourism Information Center
- VII. Pre- and post-advertising awareness measures

## **NATIONAL TOURISM INDUSTRY ISSUES**

**Prepared by  
Allan J. Worms, Ph.D.  
Recreation & Tourism Specialist  
University of Kentucky**

This session was devoted to a review and discussion of national tourism industry issues as they relate to "tourism as a rural and community revitalization strategy." This session consisted of the following four parts:

1. Formal presentations from Minnesota, Texas and Oregon concerning policy issues faced by land grant universities in their educational and research programming for the tourism and travel industry.
2. Oral comments and discussion from conference participants during the "National Tourism Issues" session.
3. Written comments and a summary of telephone interviews with tourism and travel specialists from across the nation.
4. Written comments from conference participants which were collected and compiled at the end of the "National Tourism Issues" session.

### **Tourism Policy Issues for the 1990's**

#### **1. Formal presentations from Minnesota, Texas and Oregon representatives**

As moderator, Alan Worms (Kentucky) encouraged tourism specialists to participate in identifying the tourism policy issues to be addressed in the 1990's. Representatives from Texas, Oregon and Minnesota were invited to express the pressing tourism concerns in their region.

**Texas:** Carson Watt stated that public-private issues were of immediate concern. All people working in the tourism field have probably had experience in both competition and cooperation between public and private sectors. Private sector individuals view regulation (based on public sector involvement) as problematic. Texas surveys of those working in the private sector (realtors, landowners) indicate that the private sector's top problem is the uncertainty of not knowing what the government is going to do next.

Questions Watt raised included: How are we involved in determining the needs of our various clientele? Are we promoting tourism in our communities, or are we responding to the needs of businesses in our communities? How are we determining needs? How can we respond in an interdisciplinary way to those needs?

Jim Stribling, also from Texas, asked if Extension was creating a whole new set of constituencies. Are we promoting tourism or promoting our own needs? How can we determine if we are actually representing the needs of communities?

**Oregon:** Denver Hospodarsky stressed that tourism should be considered as one option among a range of community economic development strategies and his comments addressed the implications of such strategies on a natural resource-based economy. In the northwestern United States, rapid changes are underway with economic implications similar to those of the midwestern farm crisis. Privately-owned timber supplies in the northwest are dwindling, and federal timber supplies are also low. Communities relying on timber resources are, therefore, quite strained.

Community economic development, including tourism development, has a history of dependence on natural resources. In the northwest, cultural resources are also strongly linked to natural resources. Since tourism is yet another use of natural resources, tourism can be seen as being in direct competition with management of those natural resources. The use of one resource cannot be allowed without looking at the impact of that use on all other resources. A cooperative effort between prudent land management and resource use is necessary.

**Minnesota:** Uel Blank identified three issues: 1) What is Extension's charter (what is Extension supposed to be doing); 2) What is the University's strength; and 3) What is Extension's responsibility to communities regarding tourism.

Blank asserted that Extension's primary charter is people (not insects, rows of corn, etc.). In examining Extension's responsibilities to communities, Blank said that historically Extension focused primarily on agriculture. This single focus approach contributed to many communities "dying on the vine." Tourism generates jobs, taxes and money as does any other kind of economic activity. Blank sees the University's strength as information management.

Larry Simonson added that tourism in Minnesota is also natural resource-based. He stated that over time, an Extension program should be a mirror of the society and economy of our time.

There will never be unlimited resources to get the job done, so have to ally with others in order to maximize results. Simonson spoke of the need to utilize the new issues programming and cited Minnesota's concept of clusters (groupings of counties to pool staff expertise) as a method to encourage collaborative work and bypass geographical boundaries. Another suggestion for building and maintaining cooperative efforts was to obtain a number of sponsors for a program. Extension must seek program sponsors, involve these sponsors as teachers and speakers and then give them recognition for their efforts.

Other issues identified by Simonson included: Is the county Extension committee structure changing quickly enough to keep up with issues? Will Extension fill vacancies with the types of people communities need in order to ensure the future of the community? How should the drift from applied research to empirical research be

addressed when the "hands-on" problems the public needs answers for haven't been solved? Simonson also questioned whether the role of the ES-USDA was adequate to respond to the interest in rural revitalization or whether ES-USDA should take a broader role in responding to the needs of states?

## **2. Audience Response to Presenters' Comments**

Alan Worms, moderator, opened the session to audience comments. Workshop participants were asked to identify the major policy issues that Extension needed to address in the 1990's. Issues raised included:

- \* Competing uses of natural resources
  - among recreation groups
  - between industries
  - between residents and tourists
- \* What is an appropriate level of tourism development?
- \* Difference in "image promoted" and the product (the problem of not delivering that which was promised).
- \* What are the benefits of moving people around within the state?
- \* What about those consumers who are not buying? Why are they not?
- \* Trade-off between "quality of life" and tourism development. Definitions of quality of life and of tourism are needed.
- \* Risk management
- \* Do we have a bias and do we need a rural tourism policy?
- \* How do communities manage tourism in relation to long term goals/desires?
- \* How to coordinate the local goals with state goals (in promoting tourism)?
- \* Need for coordinating information on a state-wide basis--whose role is this?
- \* Extension specialists are not talking/communicating with each other.
  - How do we address what "should" be?
  - How do we develop data banks containing information about programs in all states?
  - Information sharing is a process which can address differing priorities
- \* Who is going to educate Extension staff regarding tourism?
- \* Is tourism a major initiative of Extension? If so, how can administrators be informed?

- \* Solution to information transfer:
  - Agree to organize
  - Develop a plan of action
  - Commit to spend time out of your state
- \* How do you approach tourism in an multi-disciplinary way?
- \* How can local producers of products market them to tourists?
- \* May need to differentiate between regions in order to group needs as they relate to tourism?
- \* Need to educate community leaders
- \* Who do you listen to? (which community groups)
- \* What is the process you go through to determine the appropriate level of tourism? Who determines the appropriate level?

Jerrold Peterson (Minnesota) There is competing use of resources, not just between the public and private sectors, but also within the public sector itself. How can conflicts between competing uses of resources be solved. How do you help clientele articulate their concerns and then deal with conflict? How can conflict between an area's residents and non-residents be resolved?

Pat Tierney (Colorado) What is an appropriate level of tourism development? If a community doesn't support tourism, why promote it? Tourism is one component, but not the entire answer to the economic development of communities. How do you finely tune tourism to the needs of local communities? How can Extension help small communities compete with larger tourism industries? State agencies need to help small communities compete.

John Sem (Minnesota) There is a divergence between the ability to deliver a product and the marketing of that product (e.g. "I saw your ad, came and didn't get what your ad promised"). Extension needs to be cautious is promoting tourism as the main community economic development strategy so that tourism doesn't eventually end up in a boom or bust cycle, like agriculture experienced.

Jack Gray (Wisconsin) Concerned about the people not buying what we are selling. A consumer orientation must be developed. A collaborative approach, involving faculty in psychology, family living, etc., could be used to teach consumers the benefits of tourism. Consumers, both urban and rural, could be taught how to make a reservation, locate a bed and breakfast, canoe, etc. Gray also stressed the need for a national data bank that could be tapped into.

Dick Howell (Mississippi) The general formula in use is that tourism development = economic development. Quality of life is much harder to define, and each community might have its own definition. Tourism development generates income, but may have

related affects that diminish quality of life (e.g. congestion, pollution, etc.). How do we help communities determine quality of life in relation to the levels they want to live at.

Sue Sadowske (Wisconsin) Is a national Extension policy on tourism needed? Such a policy could deal with issues such as transportation, funding, etc.

Sherman Frost (Texas) In developing tourism, Extension must consider the long-term as well as the short-term and look at the notion of managing versus promoting. There must be an awareness of quality of life as to how tourism relates to wear and tear on the residents. Are Extension, state and federal goals in conflict? Do these goals reflect the best management principals.

Mary Saylor (Pennsylvania) There are state and regional commissions in Pennsylvania to share and promote tourism development. People are requesting a calendar of state-wide events and tourism opportunities, but Extension does not have the staff to take on such a task. Who should be responsible for coordinating information on a state-wide basis?

Alan Worms (Kentucky) identified three main issues: 1) We're not talking to each other (among states, regions, etc.). If this is so, then how do we address important questions such as what should our programs be, what are the ethics involved and should we have a national policy? 2) How do we identify a priority system among states (this is an ongoing and not a static process)? 3) How do we educate Extension, which is supposed to be in the business of educating the public?

David Hammond (Iowa) What is Extension's commitment to tourism? Is tourism a national issue? How do we best go about telling the administration (e.g. educating ourselves in these changing times)?

John Sem (Minnesota) A possible solution is to 1) agree to organize; 2) take responsibility for developing a plan of action (positive steps) and; 3) commit to spend some time outside of your state to aid this national effort.

Don Nelson (ES-USDA) Regional meetings can serve as a springboard for dialogue that can be taken to the national level.

Linda Sobian (Guam) Tourism professionals need to differentiate between tourism development in coastal setting with indigenous people and development on rural midwestern farms. Different strategies stir up different people, so a midwestern point of view would not be an appropriate approach in other regions. There is a need for a clear definition of tourism and a definition of constituencies. In Guam, there are complaints among residents that over-development of tourism has been detrimental to quality of life.

Larry Simonson (Minnesota) Concerned about the effects of the "birth dearth". Does Extension need to help surface younger and older workers to help with delivering services to tourists/travellers?

Bob Bentley (USTTA) What is the process for determining what is an appropriate level of tourism, and who makes this determination? How do you measure success (e.g. in

Guam the private sector is happy because business is booming, but residents are distressed by drop in quality of life).

### **3. Pre-conference Statements**

The following are comments from those individuals who were contacted by telephone prior to the conference and who indicated some doubt as to their probable attendance at the National Tourism Workshop.<sup>1</sup>

Dr. R. Warren McCord  
State Leader, CRD  
Alabama Cooperative Extension Service  
Auburn University

Dr. McCord suggests the term "tourist industry" is too narrow; that we need to focus broadly on travel interests. We should consider travel interests of businesses, the recreating public and the broad range of travelers (who would be recipients of our extension education programs).

On rural development and tourism: Small towns do have potential, in spite of a lack of a major attraction such as an outstanding natural resource. "Every small town has some potential - - something to show somebody." Dr. McCord also noted that regions have been hard to sell, but small towns need an infusion of help . "they need to hitch their wagons to larger stars". He emphasized the need to do a good job of teaching tourism technologies in small towns.

On extension specialists: We all don't talk to each other at the same time about many of these problem subjects. For example, natural resources oriented recreation people meet and talk about natural resources and tourism recreation people meet and talk about tourism, but the two groups do not necessarily communicate with each other about the whole picture. "We need to do more with linkages within our organization."

On hospitality: "I still think we need to learn how to be hospitable." He described an example in which a car salesman treats the customer well, but then the service shop treats the customer poorly and the customer has a bad overall experience from the agency. He said he's not sure anybody but the large cities have a good long term plan for tourism and/or hospitality training.

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<sup>1</sup>An attempt was made to conduct telephone interviews with those Extension tourism specialists and educators with tourism related responsibilities who might not be able to attend the National Tourism Workshop. Some individuals' comments who will be in attendance are cited from telephone conversations. In the case of Drs. Simonson, Watt and Stribling, they will be directly involved in the session on policies impacting/affecting Extension programming in the 1990's.

On Fee Hunting and Fishing Programs: We're getting into fee hunting and find we have a market of New Orleans people interested in coming to hunt. Further, they are looking for a "west Alabama" identification. Accordingly, the west Alabama land-owner meets the big city hunter at the airport, guarantees them a deer, puts them up in a bunk house, feeds them country food and . . . they love it.

On Parks and Recreation-tourism Linkages: There is a need to pull the PR folks into our overall tourism/recreation travel planning concept and programs. If the community park and recreation program has a tournament, it brings in travel money via the tournament-attending tourists.

Major Events: When a major event such as the Winston Cup races draws up to 300,000 people to an area, the opportunity exists to capitalize on their presence, their recreational needs and the money they might spend while in the area and while coming and going to the event. "We need to teach people how to deal with such opportunities."

We're not doing enough to teach our communities how to recruit retirees. He noted Dr. Glen Pulver's research illustrating that it takes about a third as many social security dollars to create a job as an industry dollar. Further, the retiree places little demand on the educational system and most other components of community cost while they are injecting money at the local bank, etc. He acknowledged that not every community can attract retirees.

Howard Klonts, Professor of Resource Economics,  
Auburn University

1. The National Association of State Recreation Planners, in their last meeting, noted concern that the National Park Service new policy involves elimination of their technical assistance program.
2. An additional emerging policy by the National Park Service to initiate strategic planning on a state basis is a concern. This would involve elimination of the comprehensive planning programs requiring states to consider all aspects of recreation and tourism related resource and program needs (SCORPs) and would involve focus on more singular interests and/or issues. The NASRP, Klonts notes, feels tourism could suffer directly from this changing policy.
3. A more significant level of support for tourism extension programs and for academic programs throughout the extension and land grant systems is in order and justified. Much fragmentation of recreation and tourism delivery in curricula exists because some programs are in natural resources departments, others are in geography departments and still others are in business or marketing or other departments. Diversity is less an asset than weakening of program delivery and inter-program communications are detriments.

4. The nature of support for the Land and Water Conservation Fund is a matter of major concern. If new programs provide adequate funding and support for tourism and contemporary recreation needs, there could be improvements. This may not occur, however.
5. Nationally, the need for both a full time extension recreation and tourism coordinator and a research recreation and tourism coordinator, is very important.

Horace Hudson, Head  
Community Development Department  
University of Georgia  
and  
Lonnie Varnedoe and Bill Edwards  
CRD Specialists  
University of Georgia

A primary policy issue for the 90's which impacts directly on our programming (in Georgia) deals with convincing Extension leadership, state political leadership and other support groups that tourism is a real role area in which Extension should be involved. We have no recreation-tourism specialists in Community Resource Development, but have great demand for this type of educational programming. Lonnie posed several questions:

1. What would be the role of Extension based on a survey of tourism and recreation needs in education?
2. What potential does Extension have in the southern region based on recognized agricultural mandates (as compared to prospective recreation/tourism mandates).

Horace Hudson expressed concern that the availability of open recreation lands are disappearing. In Georgia, finding land to lease for hunting is becoming very scarce. Similarly, the demand for fishing opportunities is increasing, but opportunities for development of more private ponds is limited.

Horace also noted that there is a sociological concern related to this. The older people who own land are less courageous about dealing with lease customers and with strangers who may come on their land. As a result, they are becoming unwilling to make the land available.

Recreation for senior citizens is becoming a bigger problem also. People are living longer, more of them are retiring to the south and, thus the southern population of seniors is being emphasized two-fold. These people are healthier and looking for more services and facilities.

And, finally, the revenue constraints to local governments are becoming more severe. As revenues are reduced comparative to costs, recreation is often the first thing which is cut.

An alternative in rural recreation involves "selling" the farm for recreational use as opposed to merely leasing it or doing business on the farm.

Jim Brademas and Bob Espeseth  
University of Illinois Extension Recreation Specialists

1. Illinois (the state) has the biggest tourism budget for advertising and promotion of all the 50 states. The state's money allocated for tourism or tourism-recreation research, however, is not comprehensively directed. This condition results in an important lack of information pertinent to traveler origins, patterns of movement, destinations, and the like.
2. Illinois' lack of available research-derived information guiding travel education programs results in related problems for Extension. For example, county extension advisors have difficulty discerning the type of information needed to appraise tourism and/or recreation potentials in many cases.
3. The lack of training for extension advisors on what to look for in development of local recreation and tourism programs is a matter of significant concern. Illinois has no county or regional personnel in Community Resource Development and provision of adequate training in recreation and tourism topics in this setting has been expressed as a concern by the advisors.
4. Ten years ago at this time (May 6-11, 1979) the last National Extension Recreation Specialists Workshop was held at Lake Barkley State Park in western Kentucky. At that time a resolution was developed supporting "the need to implement the national ECOP Statement on Recreation and Tourism." This may still be a pertinent issue.

Larry Simonson  
Extension Recreation and Tourism Specialist  
University of Minnesota

1. A key question deals with the ways to obtain adequate support through the system to do what extension must do in conjunction with our primary educational responsibilities. He expresses concern with the overall base of support for extension education in tourism and recreation.
2. A related issue which will concern us during the 1990's is the matter of obtaining cooperative support from the other sectors of the overall tourism system such as the major trade associations. Such support is necessary from throughout the varied sectors of the industry to maintain elements of extension education functions.
3. A third element along the same lines involves obtaining and maintaining support for the related educational and information resources components of the system such as marketing information.

Carson Watt, Extension Recreation & Tourism Specialist  
James Stribling, Extension Recreation & Tourism Specialist  
Texas A & M University

1. Competition between public and private sectors will arise during the 1990's leading to important programming concerns.
2. The efficacy of tourism as a truly justifiable economic initiative for rural development in the 1990's.

David Veal, Director of Sea Grant Advisory Services and  
Coordinator of Coastal Programs.  
Mississippi State University

1. In my view the extension service has never legitimately recognized the significance and effective impact of educational programs in the area of tourism and recreation. We have not identified it as "big picture stuff" but have adopted a microscopic view of tourism.
2. Additionally, we continue, as a service, to look at tourism on a localized business basis as opposed to seeing it from a broader view. We need to make the statements which recognize the importance of extension education in tourism and begin, then, to identify the broader impacts we can have on tourism.
3. The proportion of budgets (extension) spent on tourism is very small in spite of the great prospective impact from tourist expenditures and, thus, the impact of extension education programs in tourism. In this context, we need to build improved rapport with segments of the tourist industry and with state legislatures in order to get the kind of support which is needed and justified and which we enjoy, in most cases, in agriculture and other extension areas.
4. We need to look realistically at our assets to carry out tourism extension education programs and initiate the time and effort in research to support good extension programming. We need to understand much more about what "drives" the tourism industry and how to supplement sound business and related resource factors related to the industry. By way of comparison, we easily recognize economic impact values in other industry areas (manufacturing, retail trades, and the like), but even those of us with tourism assignments often don't recognize the impact of tourism initiatives in economic growth and its impact on other resources.

#### **4. Conference Participants' Written Statements**

Uel Blank suggested that we address policy by treating three basic questions:

1. What is Extension's primary charter? It is to serve people - by linking them with the resources and knowledge managing capabilities of the university. We do people

positive harm when we operate as though our charter is to serve any special interest, subject matter or economic activity.

2. What is the University's basic strength? It is as a major knowledge-managing institution; to do research (new knowledge), to teach it and help bring knowledge to those who have knowledge needs. As one example, we should establish major research procedures: Set up models for community and tourism resource analysis; establish data bases of tourism markets by demographics, psychographic, activities, etc. so that all destination areas can access this information without having to conduct its own individual primary data gathering.
3. What is the University's/Extension's responsibility to the economy with regard to tourism? To dispel the economic ignorance regarding tourism - it generates jobs, profits, taxes, rents just as does any other economic activity. Pass on information - education to leaders as to how they can move and act positively in tourism management. Need to pass on examples of successful experiences (demonstrations a la old agri ext programs). These show the way in which tourism development and management takes place. Unfortunately, we suffer from top economists (Lester Thurow, Sloan School of Mgmt. MIT) who appear to think that only manufacturing generates legitimate economic activity. Our educational role is thus comprehensive - to all levels in the nation in helping to achieve tourism's potential.

Glenn Weaver  
Cooperative Extension Service  
University of Missouri

Remember:

1. Governments create an environment for business development. They should not be the owners and managers of our tourism industry business.
2. The emphasis of government leadership should be directed toward the cooperate good ("general welfare") rather than individual or private interest.
3. Planning is critical to both individual and government business. Any incentive should encourage planning and cooperative efforts.

John Sem  
University of Minnesota

1. The Cooperative Extension system must improve cooperative efforts among other tourism organizations and associations at the national and state levels.
2. Many communities do not understand the role or size of the tourism sectors in their economy. Therefore, its frequently difficult to develop concentrated community efforts in tourism.
3. Cooperative Extension must share more of its resources between states.

4. There is a divergence between our ability to deliver product and our skills at advertising and marketing. We may have more dissatisfied customers.
5. We must not become promoters. We may end up like production agriculture, stressing production rather than profitability and people!

Richard Howell  
University of Southern Mississippi

1. Tourism development enhancing/versus quality of life
2. Fresh water use decisions - tourism, agriculture, forestry, industry?
3. Priorities on infrastructure development - where and who provides?
4. Development of low-energy consumption tourism in an increasingly high energy cost environment.
5. Cultural truth vs. economic development
6. Who prepares Extension specialists to help public?

Steve Lamphear  
University of Missouri

1. Need to develop a strategy for taking the message of tourism to the "NON-CHOIR" members.

Mary Saylor  
Pennsylvania State University

1. Competition between private and public sector
2. Creating a new set of constituencies
3. Tourism as an option for community development
4. (Use of resources) Resource Based Tourism Development
5. Information Management
6. Limited Resources - Extension programs should be a mirror to the needs of people

7. Drift back from applied research to basic, empirical approach before the problem is solved.
8. Problems/opportunities associated with existing tourism . . . dealing with "ownership" of tourism by established entities need assistance - to rethink, redesign, modify, update, upgrade, or abandon strategies - but don't know or acknowledge that need.

Patrick Tierney  
Colorado State University

1. The appropriate level of tourism development. The good and bad of tourism. Tourism may now work for some areas. Tourism's negative impacts. A balanced perspective.
2. How the small rural resort areas can compete against the large resorts within an area. In Colorado, as many older more isolated areas are losing market share to the big name, new resorts. How can we reverse this trend?

Harriet Moyer  
Recreation Resources Center  
University of Wisconsin

1. Maintaining "proper" balance between tourism development and the natural resource base. Raising the awareness of the tourism industry of their dependency on the natural resource base.
2. Maintaining the "proper" balance between tourism development and the life styles and quality of life for the local people.
3. Developing and maintaining cooperation among government agencies, the University, and private HRT industry enterprises.

Larry Kasperbauer  
University of Guam

1. Labor shortage in hospitality industry and heavy reliance on foreign help.
2. Education of indigenous local people on how to regain control of change (development) in their community.

Gene Brothers  
Alabama A&M University

1. Who are our clients? Business leaders of the tourism industry that may not have the best interest of the community in mind? Should we try to work with other groups in

the community to educate everyone on the pros and cons of tourism promotion and development?

2. Should we be advocates?
3. Process defined for decision making.
4. How does tourism and recreation development fit into a comprehensive economic development strategy? It should not be presented as an isolated alternative or solution.
5. How will linkages form with other economic development options?

Linda A. Sobian  
Department of Commerce  
Guam

1. Shifting focus in tourism development planning towards the social and environmental issues before economic goals.
2. Proper land use planning for integrated development, including tourism as a component. What are the best mechanisms for controlling the type of tourism development and growth rate?
3. Pros and cons of the use of external capital, particularly foreign capital, in tourism development. What are other options to generate local or at least U.S. capital?
4. Translating community desires and concerns for tourism development into a viable plan for implementation. How to insure these desires and concerns reach the implementation phase.
5. Determining the carrying capacity of a destination in terms of social, political and environmental impacts weighed against economic impacts.
6. How to match specific types, densities and growth rates of tourism with the community. Tourism may not be right for everyone. What criteria do we use to evaluate the appropriateness of tourism?
7. How to present the problems of tourism development without antagonizing the pro-tourism faction.

#### **Comments from unnamed participants**

1. Continuing, updated research on the changing tourism markets (e.g. the changing vacation habits and likes/dislikes of the vacationer).

2. Getting the above research information into the hands of the private tourism businesses so they can use it to change the services they provide. Also, to package their promotional programs.
3. Can applied research make a contribution to the study of recreation/tourism as a discipline?
4. If tourism centers are the future, will we only be conducting "applied research"? I feel that the mission of Tourism Centers should include "basic research" which contributes to tourism's body of knowledge.
5. How can we secure "stable" funding for tourism centers and tourism research?

(Questions 4 and 5 were developed from a graduate student perspective!)

## **COOPERATIVE EXTENSION AND TOURISM DEVELOPMENT: A NATIONAL PERSPECTIVE**

**Beth Walter Honadle  
National Program Leader for Economic Development  
Extension Service - U.S. Department of Agriculture  
Washington, D.C.**

I have been asked to talk about Cooperative Extension tourism programs from the national perspective. My remarks will focus on the role of the Cooperative Extension System in tourism as it relates to economic development.

The so-called tourism "industry" is actually made up of a lot of other industries, which include restaurants, hotels, transportation, fuel, entertainment, handicrafts, camping supplies, sports equipment, and many others. In fact, the list could go on indefinitely as travelers make various purchases locally, enroute, and at their points of destination. Tourists may make deliberate decisions to visit a locale or they may, in Anne Tyler's words, be "accidental tourists." That is, a person may visit an area while on business and thereby become a captive market for the local tourist industry.

Economists know that the demand for a commodity will be affected by factors like income (the more money you make the more you can demand and, with higher income, you may demand different things than before), the price of competing goods (if it's cheaper for you to go to Orlando than to Anaheim, all other things being equal, you'll probably go to Disney World rather than Disneyland), and the price of complementary goods (if the price of gasoline goes up, you may leave the camper home; if fishing licenses become more expensive, fewer people would go fishing.)

But tourism, from an economic development point of view, is interesting because it can be affected by so many noneconomic forces seemingly beyond the control of the businesses involved. For example, the murder rate in our Nation's capital has been a boon to suburban Washington hotels catering to tourists who flock to Washington in Spring to see the cherry blossoms. The medical waste, including contaminated blood and used hypodermic syringes, that washed up on some popular beaches last summer suddenly affected tourist trade in some coastal areas. Likewise, an Alar scare could have a negative impact on a community that marketed itself to tourists as an apple-picking center. The location of a smokestack industry in an area known for clean air and tranquility might shatter the area's pristine image and drive tourists to other destinations. My point is that tourism is vulnerable to sudden changes in people's tastes due to such things as perceived environmental hazards, climate, pollution, crime rates, and intangibles such as ambience.

Given the complex nature of tourism, then, it seems to me that this is a good candidate for interdisciplinary programming in Extension. Agriculture and natural resources provide tourism opportunities (such as fee hunting, pick-your-own farms, camping, wildlife photography, whitewater rafting, and backpacking), but they also influence people's decisions indirectly (by cutting down scenic trees or spraying vegetation with noxious

chemicals, for instance). Home economists can offer advice to home-based crafts businesses and can assist local businesses deal with consumer issues. Community resource development specialists can help local decision makers plan for tourism, assist local businesses, and assess the positive and negative impacts (costs and benefits) of tourism on the community. They can help to diversify the local economic base and make rural business more competitive. 4-H and youth specialists can educate youth on tourism-related businesses, hospitality, and community appearance.

I searched the Cooperative Extension System's computerized National Accountability and Reporting System's (NARS) data base for information on activities related to tourism. In the current (1988-1991) 4-year plan of work cycle, I identified twenty major program plans that mentioned "tourism." The nine of these programs that are focused on tourism/recreation (by their titles) are summarized in the accompanying table. These programs are dispersed geographically, with three in the South, one in the West, four in the North Central, and one in the Northeast Region.

The programs emphasize three primary areas of effort. First, the largest amount of work is targeted to developing businesses directly involved in tourism. This includes such things as business management, customer relations, marketing, computerization of functions, and employee training and evaluation. The second area of concentration is aimed at the community as a whole. This is exemplified by Ohio's plan of work, which states that "Outdoor recreation & tourism affect every facet of the community....Tourism Recreation Resource Development is poorly understood and sorely lagging." These programs deal with such issues as conflict resolution, networking, and leadership development. Third, there are programs that take a natural resources perspective. Mississippi's coastal recreation and tourism industry program,

New Hampshire's marine recreation and tourism program, and Washington's marine recreation and commerce programs are examples of programs that focus on the natural resource base of tourism. The New Hampshire plan of work acknowledges the inherent conflicts between commercial and recreational uses of natural resources, such as when sport fishermen are in competition with commercial fishing interests for limited resources. All of these programs are indicative of the complex issues involved in tourism.

Extension programs are producing impacts in tourism. I also searched the NARS reports for accomplishments in fiscal year 1988. Examples of impact include the following:

- o Five new businesses were established and four new festivals were started in Arkansas with a multimillion dollar impact on the economy.
- o New Hampshire's Extension Service has worked with the sportfishing industry to help them identify ways to better promote sportfishing opportunities within the coastal zone and to collect data related to the image of sportfishing and the impact of this sport on local communities. A Coastal Sportfishing Forum was held to address several of these questions and an assessment of tag-and-release programs was begun to provide "information on how to maintain high quality fishing experienced while practicing conservation measures."

- o County-wide tourism councils have been formed in Tama County and Jackson County, Iowa with Extension's assistance. The Area Community Development Specialist kept the communities focused on the economic impacts of tourism in terms of jobs and dollars rather than just "things to do and places to go."
- o With Extension's help, Rockport, Texas completed a \$2.4 million public beach improvement project. This came about after an Extension recreation and parks specialist organized a three-day bus tour to other successful parks projects along the Texas Gulf Coast in 1986. He included more than fifty business, civic, and religious leaders as well as the media and area legislators in the tour. Two years later the beach was attracting a national clientele because of the pavilions, rest rooms, showers, picnic areas, a boat ramp, a saltwater pool, and other amenities it has to offer.
- o The Resource Economics Department of the University of Rhode Island has developed a "Tourism Development Simulation Model: The Game," which is a self-contained microcomputer program to aid impact analysis of tourism development. It is being used by Cooperative Extension tourism in the context of budgeting and planning. It is concerned with the economic, social, and environmental aspects of tourism.

Tourism relates to several of the Cooperative Extension System national initiatives. It is most directly related to three: Alternative Agricultural Opportunities, Conservation and Management of Natural Resources, and Revitalizing Rural America. Tourism provides an excellent opportunity for the System to test its skills in interdisciplinary programming, teamwork and focusing on issues.

In addition to working together within Extension, we need to do a better job of networking resources outside our institutions. For example, the U.S. Travel and Tourism Administration of the U.S. Department of Commerce gathers information to help promote international travel to the United States. The U.S. Travel Data Center, a nonprofit corporation, has information on domestic tourism.<sup>1</sup> The Center for Rural Tourism Development at the California State University in Chico develops visitor attraction plans for rural communities and they conduct community consensus -building workshops to clarify attitudes and values toward tourism development.<sup>2</sup> The Spring 1989 issue of Economic Development Review has several useful articles.<sup>3</sup> The National Trust for Historic Preservation will be sponsoring two conferences this year on the theme of tourism and America's heritage. For those of you in areas rich in historic attractions, the National Trust might be a useful resource for you. In sum, there are numerous resources outside the land grant universities.

To conclude, from the national perspective there is a need to revitalize rural communities. One part of this is the strengthening and diversification of rural economies through tourism development, Cooperative Extension can play an important role in this through education to community leaders, business operators, and resource owners. Tourism provides a good opportunity for Extension to test its skills at interdisciplinary programming and working with resources outside the land grant universities.

## Footnotes

<sup>1</sup> Travel and Tourism Administration, 14th and Constitution Avenue, N.W., Research Office, Room 1516, Washington, DC 20230. Phone: (202) 377-3811. U.S. Travel Data Center, 2 Lafayette Centre, 1133 21st Street, N.W., Washington, DC 20036. Phone: (202) 293-1040.

<sup>2</sup> The Center for Rural Tourism Development, Northern California Higher Education Council, California State University, Chico, CA 95929-0865. Phone: (916) 895-5901.

<sup>3</sup> Economic Development Review, Spring, 1989 (Volume 7, Number 2) contains a mini-theme on tourism. Recommended articles include "Measuring Tourism Marketing Performance", "A Small Town Revival Through Tourism: Jamesport, Missouri", and "A Methodology for Estimating the Seasonal Population in Rural Areas: A Case Study of Northern Arizona." Published by the American Economic Development Council, 4849 North Scott Street, Suite 22, Schiller Park, IL 60176.

Major Extension Programs Relating to Tourism, 1988 - 1991 Planning Cycle

POW #	TITLE	Subject Matter(s)	Professional FTE's <sup>6</sup>				1988 - 1991 (Cum.)	Number of Counties (Statewide) in Program
			1988	1989	1990	1991		
AR45	"Arkansas Rural Re-vitalization-Tourism/ Small Business"	interface of agriculture and tourism; business management	3.1	3.4	3.0	3.6	13.1	24 of 75
KY41	"Kentucky Recreation and Tourism"	management, maintenance and promotion of tourism enterprises	.9 <sup>1</sup>	.9 <sup>1</sup>	.9 <sup>1</sup>	.9 <sup>1</sup>	3.6	119 of 120
M130	"Aid to commercial Rec., Tourism Bus. & Association Michigan"	use of PC's in marketing management; networking public and private organizations and agencies; training and evaluation of employees	5	5	4	4	18	all 83
49 MNO7	"Tourism Development Minnesota"	events and festivals management; community tourism development, tourism marketing; resort management; restaurant management; non-hunting wildlife opportunities; guest business operation	5.84 <sup>2</sup>	5.86 <sup>3</sup>	6.04 <sup>3</sup>	5.86 <sup>3</sup>	23.6	46 of 87
MS55	"Coastal Mississippi Recreation and Tourism Industry-Technology Transfer"	marketing and technology transfer for charter boat operators and bait camp operators	.5	.5	.5	.5	2	6 of 82
M018	"Tourism Education in Missouri"	hospitality management, marketing, programming and resource planning; customer relations	8	8	9	9	34	87 of 114

POW #	TITLE	Subject Matter(s)	Professional FTE's <sup>6</sup>				1988 - 1991 (Cum.)	Number of Counties (Statewide) in Program
			1988	1989	1990	1991		
NH30	"Marine Recreation & Tourism New Hampshire"	packaging and marketing sportfishing in NH; business management; economic impact; dealing with negative consequences of uncontrolled tourism and sport fishing	.3	.3	.3	.3	1.2	2 of 10
OH57	"Tourism Recreation Resource Development Ohio"	recreation resource base; conflict resolution; leadership development; marketing networking; recreational uses of natural resources	2 <sup>4</sup>	3 <sup>4</sup>	4 <sup>5</sup>	5 <sup>5</sup>	14	5 of 88
WA14	"Marine Recreation and Commerce Washington"	uses, resource allocation, and future of marine recreational pleasure craft; alternative marine recreational activities	.5	.5	.5	.5	2	19 of 39
TOTALS			26.14	27.46	28.24	29.66	111.5	391 Counties

SOURCE: Extension National Accounting and Reporting System

<sup>1</sup>Includes personnel at 1862 and 1890 institutions

<sup>2</sup>In addition, program utilizes .2 paraprofessionals and 1 volunteer

<sup>3</sup>In addition, utilizes 1 volunteer

<sup>4</sup>In addition, utilizes .5 paraprofessionals

<sup>5</sup>In addition, utilizes 1 volunteer

<sup>6</sup>FTE's = full-time equivalent employees

# **USING SECONDARY EMPLOYMENT DATA AS AN ECONOMIC IMPACT AND TREND INDICATOR FOR TOURISM**

**Tommy L. Brown and Nancy A. Connelly  
Department of Natural Resources  
Cornell University**

## **Introduction**

Tourism is acknowledged to be one of the three leading industries in most states. It is New York's second leading industry following agriculture. For many forested and coastal regions of the U.S. where soils have marginal economic viability for farming, and where an appropriate mix of a sufficient work force and nearness to markets does not exist for traditional industries, tourism has become the leading industry. Unlike agriculture and manufacturing, tourism is largely service rather than product oriented, and includes a number of types of small businesses, most of which also serve local residents. As a result, the impacts of tourism are exceedingly difficult to measure with accuracy. Although considerable progress has been made in recent years, we still do not have the depth of understanding of tourism and its impacts that we have for other industries.

Of the various kinds of statistics and estimates Extension staff who work in Community Resource Development are asked for, probably none exceeds those related to the economic impacts of various types of tourism. This includes the incremental impacts that could be expected to be associated with the expansion of a particular type of tourism and the losses from reduced tourism due to a resource that is being threatened by alternative land uses or environmental degradation. In regions where tourism is currently or potentially important, many jobs may be affected by decisions or actions that impinge upon tourism resources. As a result, local entrepreneurs, community and regional planners, and the public at large frequently want a better picture of the economic impacts of tourism.

The vast majority of previous studies investigating the impacts of tourism have confined themselves to documenting the primary expenditures of tourists, primary employment in tourism, and the secondary benefits resulting from this economic activity. Among the prominent recreation/tourism studies that have estimated primary and secondary economic impacts are those by Kalter and Lord (1968), Archer (1973), Hoffman and Yamauchi (1973), and Strang (1973).

The traditional research methods used for providing estimates of tourism impacts are far too costly to be applicable to typical local or regional planning situations. Such methods would involve first obtaining an unbiased sample of tourists visiting the region and surveying them to determine their expenditures by economic sector. Such a study is perhaps feasible for visitors to a limited number of sites (e.g., a survey of visitors to four state parks by Connelly et al. [1986]), but has rarely been implemented on a regional scale. The second step typically required is some form of input-output analysis to determine the secondary impacts of tourist expenditures. The cost of these two studies can easily exceed \$100,000, for even a small region. More recently, indirect methods of

estimating regional economic impacts have been developed along with microcomputer software that will greatly facilitate the estimation of secondary economic impacts.

Expenditure studies accompanied by input-output analyses are very useful in portraying the level of economic impact associated with particular events or changes in the magnitude of tourism and the sectors most strongly affected. However, such studies also have some limitations or drawbacks. First, they often take a long period of time to conduct, and they require outside expertise from a resource economist. Second, they provide no information about the seasonality of tourism or trends. This information is important to gaining a fuller understanding of the economic impacts of tourism.

### **State Employment Data as an Economic Impact Data Resource**

One of the best available data bases for examining local economic sectors of virtually any type is the computerized state employment files, normally maintained by state Departments of Labor. The positive aspects of this data base are: 1) current within one year of the time of investigation; 2) individual firm data by sectors at the 4-digit Standard Industrial Code (SIC) level; 3) employment data on all firms paying wages of more than \$300 per quarter; 4) monthly employment and quarterly payroll data; and 5) data that can be sorted at the subcounty (i.e., zip code level). The primary drawbacks to this data base are that the individual business files are not public information and a close working relationship will need to be established with the state agency to obtain data from these files. Also, the files cover only firms with employees. Many rural tourism-related businesses are individual and family-operated small businesses that have no employees.

Through a great deal of persistence the Cornell University authors have been able to access this data base in New York on two different occasions. Each required the request of a sister state agency. We initially worked on a study of tourism within the Adirondack Park, which encompasses all or part of 12 New York counties, at the request of the Adirondack Park Agency (Brown and Connelly, 1986). More recently we completed a study of tourism along New York's Great Lakes and Atlantic coastlines, funded by the New York Sea Grant Institute, and with New York's Coastal Management Program serving as the sister state agency (Connelly and Brown, 1988). Although the authors work within the state university system in New York, the Department of Labor does not consider this to be sufficient standing; from their purview they release the employment data files only to employees or "consultants" of sister state agencies. In New York and many other states, the state tourism agency has access to and frequently uses this data base. This may prove to be another avenue for seeking access to the data base.

### **Example Applications in New York**

We defined three tourism areas according to study interests: the Adirondack Park in Northeastern New York, the Great Lakes coastline (generally including those municipalities/townships bordering the Great Lakes), and the coastal regions of Long Island. For many natural resource-based tourism areas the three SIC codes that are most influenced by tourism are the lodging, eating and drinking establishments, and

amusement and recreation sectors. If we use these as indices of tourism, we see that the two coastal regions had far more tourism employment than the Adirondack Park (although comparing these totals with total employment data would show that tourism comprises a larger portion of total employment in the Adirondack Park).

It can be seen from table 1 that on a relative basis lodging is a far more important tourism sector in the Adirondack Park than in the other regions. The Adirondacks are sufficiently removed from population centers as to be primarily an overnight destination area. The Great Lakes area is intermediate in this respect, with a great deal of day use, but also quite an important lodging industry. At the other extreme, the Long Island coast is primarily a day-use area. These conclusions can be drawn from highly aggregated data bases in which tourism employment is displayed in terms of average monthly employment.

In most tourism regions of the U.S., however, the average monthly employment represents a scenario that never really exists because of seasonal employment patterns. In the Adirondacks, for example, average monthly employment in the service industries, of which about 84 percent was tourism-related in 1981, falls well below employment in educational services, manufacturing, and retail trade during the 8 months from October through May. In the summer, however, employment in the service industries nearly triples; in July and August it exceeds that of educational services and manufacturing and approaches that of retail trade, which increases by a factor of about 1.5 in the summer, largely due to tourism and second home activity. These patterns can be seen from a plot of monthly employment data (figure 1). One can also see the degree to which tourism employment (in selected services and retail trade) increases during the months that educational employment decreases. This suggests that some summer opportunities in tourism may be available for teachers and other school employees.

Monthly employment graphs can also help Cooperative Extension specialists evaluate community employment needs and the impacts of programs that affect rural development. Figure 2 shows the growth in tourism in communities along the Salmon River, a tributary of Lake Ontario famous for salmon and steelhead trout fishing as well as good fishing for warmwater species. The growth trend shows first that tourism employment increased over a 10-year period by about eightfold in this very rural area. The seasonal graphics are quite unusual for a rural setting. The height of the tourist season occurs during the fall salmon runs. However, winter steelhead fishing is excellent, as is spring fishing for warmwater species. Some charter fishing occurs in the summer, as well as visiting friends and relatives and brief stops by tourists en route to other destinations. The aggregate result is a remarkably stable year-round tourism industry.

## **Summary**

Secondary employment data can be an extremely useful tool in evaluating employment trends and seasonal patterns in tourism. Special arrangements are often needed to obtain access to these data because in their initial form they contain nonpublic data, including the identity of each firm. It is well worthwhile for those who work in tourism and regional development to investigate procedures that can result in access to these data in some form. One possibility is through the creation of a public use data tape that

masks the identity of each firm and eliminates data from sectors where there are three or fewer firms. Another possibility is an agreement between the research or Extension specialist to use no data that would disclose information about any single firm, and to allow the state labor department to approve any written materials before they are circulated.

Your college or university administration would quite likely be willing to assist you in negotiating the use of state employment databases or in working with a campus-based specialist who may have obtained data use privileges. The process may well require some perseverance, but our experience in working over a year on this in New York is that the pay-off, if positive, is well worth the effort.

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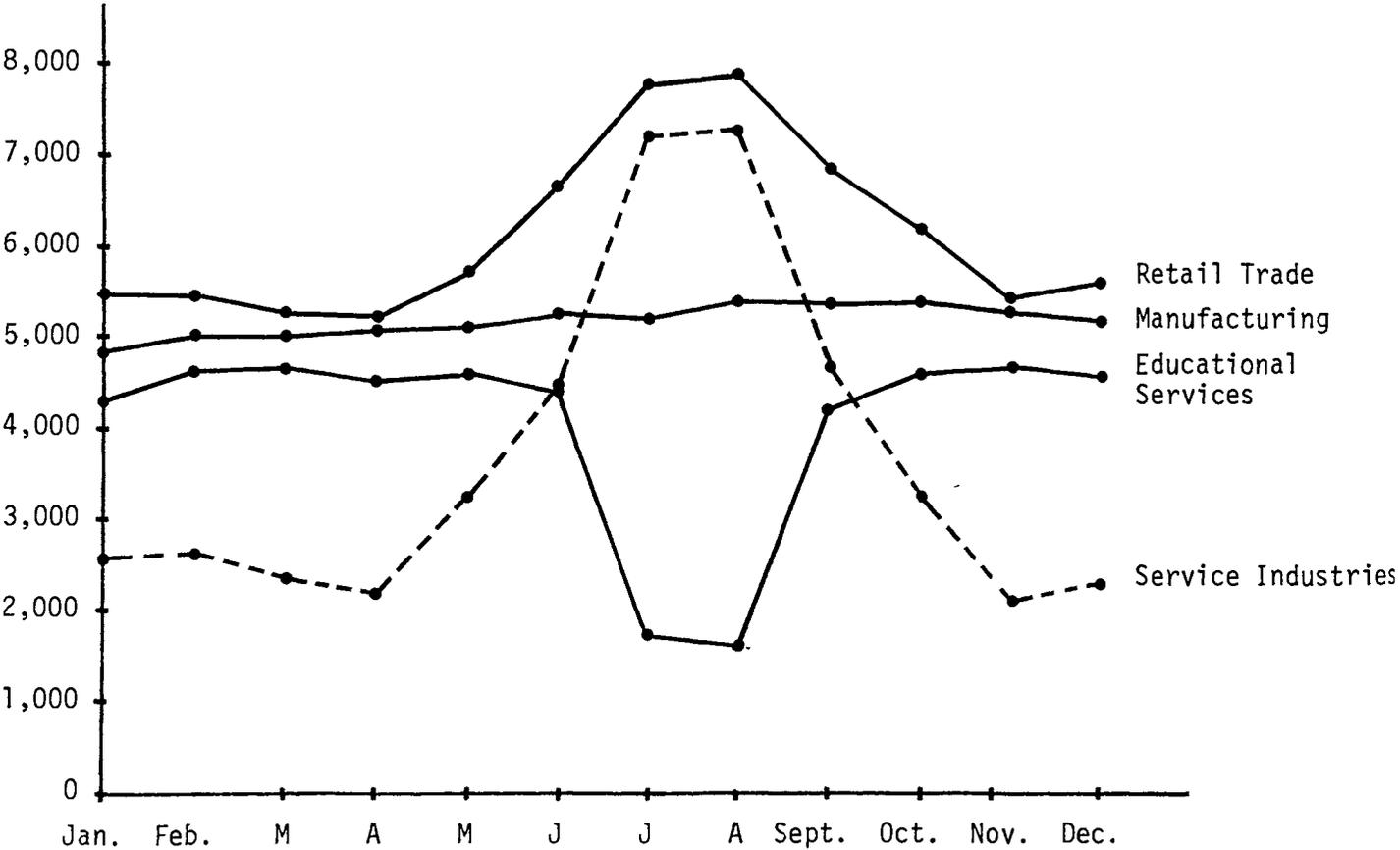
**Table 1. Average monthly employment in three major tourism-related sectors for three regions of New York State.**

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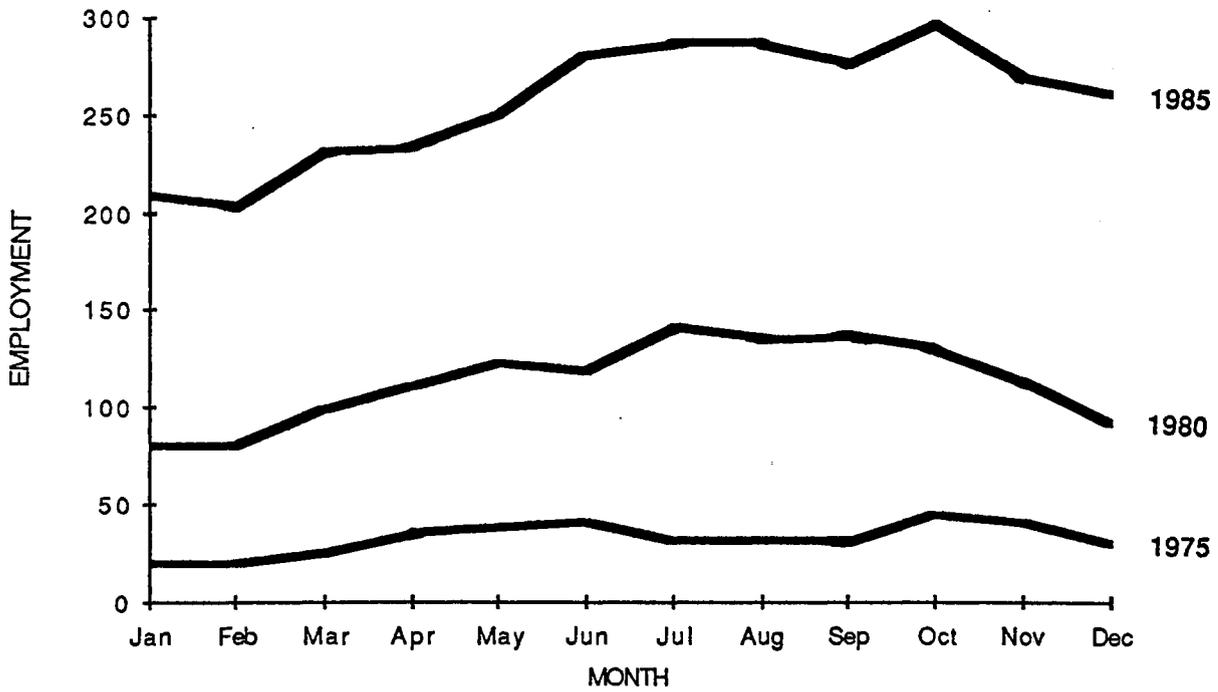
<u>Employment Sector</u>	<u>Average Monthly Employment</u>		
	<u>Adirondack</u>	<u>Great Lakes</u>	<u>Long Island</u>
	<u>Park (1981)</u>	<u>Coastal Area (1980)</u>	<u>Coastal Area (1980)</u>
Lodging	2,184	3,130	1,402
Amusement & Recreation Services	919	2,076	4,535
Eating & Drinking Establishments	1,998	19,965	16,359
<b>Sector Totals</b>	<b>5,101</b>	<b>25,171</b>	<b>22,296</b>

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**Figure 1. Monthly employment for major sectors of the Adirondack Park economy, 1981.**



**Figure 2. Employment in tourism-related sectors near the Salmon River, 1975-1985.**



## **EXTENSION PROGRAMS IN TOURISM: A STATE PERSPECTIVE**

**R. Warren McCord  
State Leader - Community Resource Development  
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The travel and tourism industry is big business in Alabama and almost all states. It offers many opportunities for Cooperative Extension programming and many state Extension services, like Alabama's, are involved. What I would like to do today, is to briefly present my view of the opportunities using Alabama as an example.

Although Alabama is not known as a tourism state, particularly when compared to our neighbor to the south, Florida, the travel and tourism industry is big business for us. During 1986, nearly 10 million parties, averaging about three persons per party, traveled to or through Alabama from other states. In addition, Alabamians provided over 13 million more parties traveling the state in 1986. Together, the two groups represented a total traveler population of over 69 million.

Travel activity produced an estimated \$4.0 billion for the Alabama economy in 1986, up 11 per cent from the previous year. For each day in 1986, the state received an average of \$11 million income from travel and tourism. This amounted to over \$1,000 for every resident in the state.

In 1986, sales taxes on travel expenditures in Alabama, totaled over \$150 million, almost 20 per cent of the state's total sales tax collections. This did not include state taxes on gasoline sales.

More than 76,000 people are employed directly in the Alabama travel industry. One job is created for every \$52,000 spent by travelers in Alabama.

From the above, it is obvious that tourism is important to the Alabama economy. This is especially true in light of declines in some other sectors of the economy. However, there is much that Extension can do to increase the state's share of the nation's tourism dollar and to improve the capacity of the smaller communities to assess its tourism potential and to take appropriate steps to make tourism development a part of its economic development program.

Extension can play an important role in creating an awareness among the state's leadership for the importance of sound policies and aggressive programs to promote tourism and develop and/or facilitate the development of facilities, sites and services that attract tourists. It can facilitate the communication and cooperation among the special purpose state and federal agencies, groups and organizations that have programs to support and develop tourism or special interest groups whose members depend on the industry for income.

There is a particular need for Extension to provide educational and technical assistance in recreation and tourism to small towns and rural counties in Alabama. It is these areas that are most economically stressed, yet they all have some potential to make some economic improvement through tourism. However, tourism is not equally distributed throughout the state. Some 46 per cent of the travel expenditures in the state are made in the northern third of the state. The seven county "Gulf Region" accounts for another 25 percent

Although rural communities have many sites of historical value, are located in or near most of the state's scenic and natural areas, and have unique histories and cultures, they are not capitalizing on their tourism potential. Most rural areas of Alabama are within weekend commuting distance of the larger population centers. Extension, through education and technical assistance, can help smaller communities evaluate their tourism resources, organize action groups to implement projects and facilities, understand how to conduct special events, conduct promotion and marketing campaigns and develop financing plans.

The private sector plays a major role in the travel and tourism industry. There is a need for the development of a data base from which private developers of lodging facilities, eating establishments, and recreation facilities can draw as they plan and do feasibility analyses. This is particularly true for the smaller entrepreneur and those considering the feasibility of locating in a smaller community. Management training and advice is needed for the smaller private recreation and tourism businesses, especially those who are operating on a small scale in rural areas.

Alabama has a vast and diverse natural resource base which is one of its most important tourist attractions. Extension can make major contributions to the wise development and use of this resource by educating the public and land owners on the diversity and value of this resource and how it can be made accessible to and enjoyed by the public, generate income and still be maintained and protected for future generations.

Some specific things Extension should be doing in travel and tourism include:

1. Assist state and local leadership in gaining a better understanding of the impact of tourism on local and state economies.
2. Assist state and local elected officials in identifying and evaluating funding mechanisms for tourism developments.
3. Identify specific recreation needs of certain consumer groups such as senior citizens, the physically handicapped, and people with limited incomes and alternative methods for meeting them.
4. Assist local leaders to develop the capacity to: inventory and evaluate tourism resources; organize action' committees and county and/or community tourism associations; organize special events -- shows, rodeos, fairs, craft shows, etc.; organize historical societies; develop financing plans; develop publicity and promotional materials; secure outside resources; and analyze sites.

5. Assist the development of the private sector travel industry (recreation and tourism sites, hotels and restaurants, etc.) through: site selection and analysis; economic opinion and feasibility studies; enterprise planning and development; promotion and marketing; business management continuing education; and hospitality training.
6. Help youth identify career options in the travel industry.
7. Link the tourism and hospitality industry to the education, other public service units, and research resources at the land grant university. This will require Cooperative Extension faculty to work with faculty in departments and programs such as hotel and restaurant management, geography, parks and recreation, marketing, business management, resource management, and many others.
8. Conduct public policy education programs on public issues impacting on the tourism and travel industry.
9. Serve as a resource to and a link between the various agencies and organizations that work in the area of tourism development. Some of these agencies include; Tennessee Valley Authority, U.S. Soil Conservation Service, U.S. Park Service, U.S. Corps of Engineers, Alabama Travel Council, Alabama Historical Commission, Alabama Bureau of Tourism and Travel, Alabama Council on Arts and Humanities, Alabama Recreation and Parks Society, and Regional Planning and Development Commissions.
10. Conduct state-wide studies that identify state tourism opportunities and potentials.

The above program activities are multidisciplinary and cut across all Extension program areas. They are not new, but the "environment" within our universities and within our states is such that they can be conducted with vigor and support.

## **TOURISM - ONE OF THE WINNING STRATEGIES FOR RURAL COMMUNITIES**

**Arlen G. Leholm**

**Program Leader for Community, Natural Resource and Economic Development  
University of Wisconsin-Extension  
Madison, Wisconsin**

Pat Borich set the stage for my presentation. I share his vision of the potential for the Land Grant System. I believe the Land Grant System "as the best innovation of the late nineteenth and early twentieth century."

I would like to make four major points in my presentation:

1. There is great variation in economic conditions and opportunities across rural America.
2. Improvements in rural development, income and economic vitality will require comprehensive responses. New alliances must be forged. A combination of public, private, and university efforts will be necessary.
3. The primary need is for community rural development education and technical assistance.
4. Tourism is a growth industry and should be taken seriously on the university research and extension rural revitalization agenda. But, we collectively and as individuals at this conference must take ownership for the problem of too few resources. Nothing will happen unless we make it happen!

### **Current Trends in Rural America**

Residents of rural America make up one-quarter of the nation's population and four out of five counties in the United States are considered nonmetro.<sup>1</sup>

But, the health of nonmetro America is clearly not as strong as that for the rest of the nation. The USDA has estimated employment growth from 1979 to 1986 to be 1.7 percent for metropolitan counties and 0.6 percent for nonmetropolitan. Employment actually dropped during this time period, -0.3 percent for farm dependent counties that were not adjacent to a metropolitan area. Per capita income of nonmetro counties is only three-fourths that of metropolitan counties.

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<sup>1</sup>Metro counties contain or are economically linked to a city "with a population greater than 50,000."

The goods-producing sectors of farming, forestry and manufacturing which have been the traditional mainstays of rural economies are in a rapid state of change. While there likely will be increases in income in the goods-producing sectors, it will likely occur with fewer employees. The United States Bureau of Labor Service predicts 40 percent of new job-related growth will be in three areas: (1), business services, (2) health services, and (3) tourism.

Rural economies are increasingly linked to international markets. A major educational effort should be expended on international issues. We have seen the globalization of markets and technology transfer -- we must run fast to stay even.

Deregulation of industries such as airlines, trucking, telecommunication, and banking have had a major impact on rural areas. Sometimes these resources have grown expensive and scarce in rural areas. I can go from New York to Los Angeles cheaper than from Madison to Minneapolis. You as community leaders must keep policymakers honest on this one.

More needs to be known about which industries could compete effectively from remote rural areas. We must learn more about the effects of public policy decisions such as deregulation, privatization, monetary policy, and international trade regulations on the competitive ability of rural areas.

### **Variations in Rural Economic Opportunities**

It is important for us to understand that industrial location is dependent on access to a few critical variables. Glen Pulver at the University of Wisconsin has identified five critical variables.

1. Knowledge -- we live in the information age. Knowledge is power and our future is linked to a "well-trained labor force."
2. Capital -- Many rural areas are exporters of capital. They don't believe in themselves. Sources of capital for start-up businesses and fledgling firms are critical to economic development.
3. Living Environment -- The quality of schools, parks, health care, and other amenities play a crucial role in rural development potential.
4. Transportation -- The proximity to interstates and airlines are important, but transportation is not as dominant a factor as it once was because of the increasing importance of service employment and other factors.
5. Telecommunications -- Telecommunications will be as important to the information age as highways were to the industrial age. Telecommunications will be the highways and harbors of the future.

Communities that do not provide access to these five critical factors will likely continue to decline.

Glen Pulver and others have written on the importance of location as a determinant of economic well-being of specific rural communities. In general, rural communities which are near urban centers are more likely to be doing well. They have been able to attract service-producing firms, high-technology manufacturers, and retirees. The job and income growth potential of communities in the more remote regions has been limited and the disparity between living standards of these areas and urban regions has been more pronounced.

### **A Comprehensive Community Economic Development Program (The Glen Pulver/Ron Shaffer Approach)**

The University of Wisconsin-Extension has developed an outstanding Community Economic Development program under the guidance of Glen Pulver and Ron Shaffer. Their approach helps communities properly exploit all community economic development options by helping community leaders consider their values and goals, internal and external resources, and opportunities for action. Glen Pulver has identified five strategies communities can use to develop their economies. These strategies include improving the efficiency of existing firms, improving the ability of the community to capture dollars locally, attracting basic employers -- including non-manufacturers, encouraging new business formation, and acquiring resources from broader governments -- including social security.

Over eighty communities in Wisconsin have used the Pulver/Shaffer model to set the stage for the type of rural development that the local community wants. Similar approaches in other states would pay huge dividends to rural America.

### **Issues and Trends in the Hospitality-Recreation-Tourism (HRT) Industry**

I would like to share some key trends in the HRT industry. These trends are compliments of the faculty at the Recreation Resources Center at the University of Wisconsin.

Tourism is a growth industry that is only restricted by our lack of imagination and innovation. But, will the tourism industry adjust to changing markets? Are we willing to incorporate anticipatory planning into our organizations? Are we willing to take a proactive stance?

Demographic changes will have a large influence on the tourism market. Our population is aging. In the year 2000, baby boomers will be 45-54. This represents a 63 percent increase from 1986 to 2000. They will be empty nesters, affluent with double income. There will be more and smaller households, due to singles, divorcees, widows, widowers, unrelateds living together, and smaller families. More women in the work force will reduce leisure time and complicate vacation planning, but will increase family income.

Tourism markets will be influenced by changing societal values. This is evidenced by an increased appreciation for wildlife, scenic areas, and preservation. Evidence includes non-consumptive wildlife activities such as observation, birdwatching, feeding birds, photography, feeding animals, landscaping, painting/sketching, and decreased hunting license sales. A strong interest in exercise and fitness will likely continue with high participation in fitness centers. There will also likely be a huge increase in golfing interest in the next few years.

Eating and drinking preferences will be increasingly influenced by health concerns such as the preference for low cholesterol, low salt, low fat foods. Smoke-free dining will be preferred by more and more and decreased alcohol consumption will result due to health concerns and drinking and driving laws.

What is the result? We have people with less vacation time, increased discretionary income, demanding more in facilities, services, amenities, and hospitality who are willing to pay for it. You see, tourism is no longer a back woods phenomena It's getting more and more sophisticated.

### **Can the Tourism Industry Adjust to Changing Market Structure and Behavior?**

Increased franchise expansion in lodging and food service (especially fast foods) will play a major role, particularly in rural markets. Franchises provide marketing research, national marketing campaigns, management training programs to their respective franchises. Smarter, more sophisticated marketing by individuals and establishments will be required to stay competitive. There are more communities and larger businesses entering the tourism market and larger state, local, and private tourism promotion budgets.

### **Should We Be Concerned With International Tourism?**

There will be special needs to accommodate foreign tourists such as, currency exchange services, acceptance of travelers checks and language interpreters. What is the heritage ethnic tourism potential in our respective states?

### **Seasonality -- What Should Be Done About It?**

Many states have worked and worked to expand the summer season and have also sold the autumn "color season", but it is very difficult to operate a successful business on a seasonal basis. What else can we do? Can other local revitalization strategies compliment tourism dominated economies?

## **Is There a Bias Against Service Sector Employment?**

Some look down on the stereotype "hamburger flipper," however, they do provide entry level jobs, summer and all-season student employment. They also provide employment for the hard to employ and not all service sector jobs are low paying.

## **Another Critical Issue: Development Vs. Preservation (No Use) Vs. Conservation (Wise Use, Middle Ground)**

What's our role in helping communities access their beliefs and values? How do we help resolve the conflicts of competing land uses? What levels optimize use without destroying the resource? Can we allow some areas to be destroyed while preserving others? If you view your state as a piece of art, would you slash a Rembrandt? How do we avoid "LuLu's?" (Locally undesirable land uses).

## **Are We Doing Enough to Maintain Our Scenic Beauty?**

Are we destroying the very resource people travel to enjoy? For example, should we be preserving our red dairy barns and silos? Can signage be more tastefully done? Should it be more restricted and are we delivering what we advertise?

## **A Current Issue Involves Lyme Disease and its Impact on Outdoor Recreation -- How Do We Provide an Educational Thrust in This Area?**

What are the ethical, medical, and legal responsibilities? Let me preface this by saying that Extension was at its finest hour during the farm crises of the 80s and during last year's drought. We were responsive. Why can't we combine our state's resources and put a "Tiger Team" on this issue? The potential damage of this disease is tremendous.

The tourism industry is in the "Major Leagues" now. But do we have a bias toward the large enterprises that can afford to get in the travel guides? Do we need a rural tourism policy as part of our rural revitalization initiative such as low interest loans for tourism business expansion and upgrading? Or should the industry develop a self-empowerment attitude and not rely on public assistance?

I believe it is our responsibility as educators to help people in the tourism industry understand these issues and trends so they can have more control of their destiny.

## **Primary Needs for Education and Technical Assistance**

I now want to make the following pitch for rural development. I believe there is a primary need for community economic development education and technical assistance.

Rural areas have special problems:

1. They have a narrower knowledge base.
2. They are greater distances from information sources.
3. They possess a smaller economic and fiscal base.
4. Many have lost a generation of young leaders.

No one entity can make the total difference in rural development -- it will take new alliances; a private, public, and education partnership.

## **The Role of the Education Partner**

Highly trained and motivated rural development educators and technical practitioners are a missing link in many rural areas. I believe a targeted educational program aimed at building local community and economic development capacity could make a major difference in the future of rural areas. Such a program should be a national priority. The tourism centers in this country could be an integral part of building this capacity.

In summary, successful community development programs are based on highly trained and competent local people who understand the community development process. These individuals located in or nearby the community on an ongoing basis can help assess goals, resources, and realistic development opportunities. They can provide community economic knowledge and they can help build bridges between the community and external knowledge resources and act to catalyze and facilitate local action.

We must all communicate more with each other and form new alliances. Resources are too scarce to do otherwise. Successful community development programs are also based on sound research-based knowledge. Extension must have something to extend to be credible. I want you all to go home and light a fire under your research counterparts.

Remember, the Cooperative Extension mission is to increase knowledge and provide the broad perspective necessary for community and economic development planning and to help identify the options open to businesses and communities. Cooperative Extension's role is education, numerous other public and private agencies provide rural development assistance. We must work together. We must think globally and act locally.

## **LOCAL TOURISM DEVELOPMENT - THE PLANNING PROCESS**

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Developing a defined touristic image is not a one-time project but is a continuous process; a process that requires a strong community commitment over time; a process that requires an educated community that understands how the various components of the tourism delivery system functions and a process that continually expands and updates the community's attraction base and hospitality services.

The tourism delivery system has been described in many ways. Briefly, the components of the tourism delivery system consists of attractions, or better yet a cluster of attractions. Attractions, whether they are natural (such as a lake, river, or forest) or man-made (cultural such as a special event, festival, historic site, museum, or amusement park) are the focal point of the tourism delivery system. Who comes to our attractions? People, the next component of our delivery system, are also known as the market or the target market. Reaching those markets is an information and education process, or the third component of the delivery system.

So you have your attractions, you know where your markets are and you have made the effort to inform those markets of what your attractions are, BUT -- how do they get here? The mode of transportation is the component in the tourism delivery system that links your markets with your attraction base. Our society, particularly the upper Midwest, still relies heavily on the personal auto for its means of transportation. Critical then is the importance of four-lane, limited access highways with 65 miles per hour speed limits. The time-distance factor is extremely important in developing a tourism destination area. Do not forget, however, the importance of airports and tour buses in the transportation equation. Once your visitors arrive they have to know where to go and how to get around in your area. This is something you don't want to leave to chance. It requires a strong cooperative signage program involving your local state highway district, county highway departments, and your local Chamber or Civic association.

The last link in the tourism delivery system is the hospitality and service component. Once in your area, visitors need to be housed and fed and have access to the area's other tourism products -- such as gifts, gasoline, groceries, auto and repair facilities. Adequate police and health care services are equally important. This briefly, maybe too briefly, is the tourism delivery system.

Where do we start? There are several ways to create a beginning:

1. Your local Chamber of Commerce holds a workshop or seminar inviting all community interests in tourism development to attend. The featured speaker is probably someone from the State University or State Office of Tourism describing the importance of tourism to the state's economy and encouraging your community

to organize. Out of the attendees, some leadership will emerge to move the process further

2. A small group of business people from various sections of the hospitality industry and area tourism attractions form an ad hoc tourism committee to discuss the potential of tourism development and investigate avenues of cooperation, particularly in marketing and promotions. Their deliberations quickly identify a need to proceed through some orderly fashion.
3. The mayor, one of the city councilmen and the local state representative meet over lunch and discuss the need to develop a better image for the community. Tourism development is suggested as an appropriate approach to stimulate and strengthen the economic vitality of the community. The local economic development director would be encouraged to focus his efforts in this direction.

Any one of these beginnings, or better yet, a combination of these interests form the nucleus of tourism infrastructure development. Designation of a tourism planning body by the mayor, the chamber president or the economic development director is a good first step. The planning team of 7 to 13 people should consist of representatives from the various attractions and special events in the area: hotel and restaurant operators; county agent; city council; county commissioner; USCE, US Forest Service or National Park Service, in the area; county historical society; state/city parks; area garden club; and any other prominent area organization.

Realizing that formation of goals and objectives is not an easy task, the planning team needs to first understand who are its current clientele through a visitor survey. The survey, identifies the who, what, where, and how. The survey usually conducted by an area technical college or regional university in cooperation with the planning team generates data about the visitors (sex, age, residence, etc.), the purpose of their visit (business, recreation, visiting friends, special events, festivals, etc.), major attractions visited, length of stay, use of overnight accommodations, and any other information deemed necessary for planning purposes. Some surveys that are more sophisticated also request a breakdown of visitor expenditures during their visit (lodging, food and beverage, recreation/activities, transportation, and gifts) to determine economic impact. Understanding who already is a visitor to the community leads to identification of the community's current niche. By identifying this market niche, the team can then proceed to develop a major community theme around its product line. The product line is those natural and cultural attractions and services that create the tourism image for the community.

The product line should have some uniqueness and be complementary. It is development of this attraction base which creates the draw or the image for the community. The planning team also needs to embark upon a thorough community analysis using the visitor survey as a base. This analysis should be initiated during the same time period that the visitor survey was developed. The community analysis consists of a detailed inventory of the community's tourism resources consisting of all the natural and cultural attractions including festivals and events, lodging and food service facilities, shopping and

retail facilities, public facilities and services, including convention and meeting facilities, transportation and travel information facilities, regulations and policies, and community attitudes. For each area of analysis, the planning team identifies strengths and weaknesses. Goal formation and specific planning objectives begin to take shape.

At this point the planning team begins to determine their place within the region. What is the relationship of their community to the surrounding region? Can they link up with nearby communities and begin to cluster their attraction base into a coherent destination area, such as the St. Croix River Valley or the Finger Lakes region? Through cooperative efforts, a broader regional area generates greater market penetration by joint-venture advertising and promotion, avoids scheduling conflicts of festivals and events, and keeps visitors in the area longer through community cross-selling.

How do you expand your attraction base? The first rule is to build on your own uniqueness. The inventory of existing attractions provide the basis for examining your uniqueness. Examples of capitalizing on an area's uniqueness include:

1. Agricultural heritage and current agricultural economic activity
  - a) Steam-powered farm festivals
  - b) Orchard, berries, vegetable-oriented events
  - c) Farm animal/breeding shows
2. Industrial/Manufacturing economy
  - a) Product shows
  - b) Industrial tours
  - c) Renovation of historical or abandoned factories into contemporary uses such as inns, shopping malls, and unique food services
3. Natural resource-based economy
  - a) Lake and river boat tours
  - b) Festivals based on past and current use of land and water base: logging, lumbering, mining, commercial fishing
  - c) Networking of trails into regional complexes (hiking, snowmobiling, cross-country skiing, equestrian)

4. College or university communities
  - a) Cooperative programs involving the hospitality industry and university faculties for symposiums, conferences, regional sporting events, etc.
  - b) Development of educational institutes with area industry and agricultural interests.

During the planning process, it is essential for the planning team to generate community support for its activities. Using local media and educational programming, a foundation for public support can be developed. A good public relations program keeps the public informed, avoids or neutralizes potential negative issues, develops a cohesive community spirit, and develops strategies for program implementation. These strategies may result in higher property taxes, implementing a lodging tax or a food and beverage tax, all of which creates controversy.

As new information is acquired, a redefinition of goals and specific objectives take place. Long range goals look into the future. These long-range goals are important and set the tone for implementing short-range goals. Long-range goals form the vision of what and the where community wants to be within five to ten years. Short-range goals need to be articulated into an action plan and be consistent and complementary to the long-range goals. The action plan includes identification of what projects need to be undertaken, who provides the leadership in implementation, how will it be financed, and a time-line for completion. The time-line is extremely important as one project initiation may depend upon another's completion.

The two key words here are **financial support** and **leadership**. Financial support needs to be identified and may come from a variety of sources such as state development funds, local taxes, city bonding, private foundations, and local lending institutions. Committed leadership is important early on and should emerge at the very start of the planning process.

There are a number of guidelines that provide a step-by-step process in developing community tourism. This paper has attempted to synthesize the strategies and processes inherent in at least three of them. One is listed below for your reference.

1. So You Want to Develop Tourism. A Checklist for Community Tourism Development. Alastair M. Morrison, Assistant Director, Restaurant; Hotel and Institutional Management Institute, Purdue University, West Lafayette, IN 47907.
2. Tourism in Texas Communities: Guidelines for Assessment and Action. Extension Recreation and Parks, Texas Agricultural Extension Service, Texas A&M University, College Station, Texas.
3. So Your Community Wants Travel/Tourism? Guidelines for Attracting and Serving Visitors. Lawrence R. Simonson, Barbara A. Koth and Glenn M. Kreag, Tourism Center, Minnesota Extension Service, University of Minnesota, St. Paul, MN.

## **DEVELOPING A TOURISTIC IMAGE**

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The decision to visit a destination area involves a complex series of steps. The first step is deciding what to do; i.e., skiing, camping, sightseeing, visiting friends or relatives. Deciding what to do becomes more difficult as family size increases and different needs have to be met. The second and third steps, which may occur at the same time that you're deciding what to do, bring available time and discretionary income into the equation. Eliminating destinations that require too much travel time or expense results in what has been termed a traveler's evoked set. Simply stated, this is the list of destinations that appear to satisfy decision maker(s) and are affordable. The image projected by an area is what determines whether an area makes it into the evoked set and ultimately determines the final destination choice. Products, including tourism, are more often sold based on their inherent attributes than for any other reason. Because of the nature of the tourism product, a mass of experiences, it cannot be tested prior to purchase. Therefore, people purchase a travel trip based on what needs they feel will be met. Image provides the basis for identifying needs and establishing expectations.

There are a few basic image-building basics that apply to all communities, big or small. The first is that as you increase the distance between a destination and any market, the projected image becomes more unclear and will approximate your state's overall image. For example, Moab, Utah has done very well in developing its western cowboy image. Architectural design policies give a thematic appeal to the town, which also has two national parks and the Colorado river that are significant natural resources helping to attract tourists. Moab is well known in the state of Utah and in parts of border states, but its image in states a distance from Utah would be more like that held of the entire state than of its own. There are some exceptions to the above rule, most noticeably, the image of New York City which may overwhelm the image of New York State. These exceptions are few and for most communities their image is dependent on state image. This is not to say that a distinct image should not be developed for individual communities, as their markets may be more local and successful image development may provide the level of tourism desired. Communities will benefit however from any image improvement conducted by the state.

The second item crucial for successful image development is understanding the marketing process. Marketing a community image requires special consideration. Paid promotion or advertising is very expensive and has the least effect on immediate image change. The reason for this is most people view paid promotions with a critical eye. Thousands of brochures are produced by communities for free distribution every year. These brochures receive significant market penetration because there are companies that for a modest fee will distribute them to hundreds of motels, service stations, etc., within a certain radius. However, very few brochures are actually read and even fewer result in changing a traveler's plans.

Advertising in state recreation and travel guides will put community information in the hands of potential tourists during the vacation planning process. Advertising festivals and events in the same publications will also pay significantly greater dividends than brochure production. As mentioned, paid promotion and advertising is a very expensive method to develop a community image, and since the public views paid advertisements with low credibility, it should only be undertaken after careful consideration of the alternatives. If paid promotion efforts are undertaken, to be successful, they must be continuous and consistent. Image formation is a long, slow process. A quick fix approach which involves the expenditure of special appropriations are generally ineffective and waste scarce financial resources.

What should be done is to pursue various means of promoting your area? This can be termed the image building "mix." For example, consider the use of second party endorsements. States often use this approach through the vehicle of familiarization (fam) tours or press trips. Usually market penetration; i.e., the number of people actually reached, is less than either television, radio, or outdoor advertising. However, second party endorsement's are perceived as more credible as travel writers often impart a sense of neutrality along with the message. Travel writers must meet deadlines for their newspapers, journals, or magazines and trips which they take often become the focus of a story. The people who read the articles are also better prospects because the act of selecting and reading the story indicates a predisposition for the subject. Hence, image improvement often results. For an individual resort property or small community this is one of the least expensive means to promote a certain image.

The last element of the image "mix" that should never be overlooked is the present customer. He or she, once back at home, becomes the expert about a specific vacation destination. The image these customers project is considered to be the most powerful. They have credibility, especially if sought out by potential travelers for advice. Research studies indicate that customers will tell twice as many people about a negative experience than if the experience had been positive; so if image is to be improved, a satisfied customer is a must. Image change as a result of customer endorsements, however, is a slow process as individually this group has the smallest market penetration. However, the importance of this group is embodied by the first tenet of community tourism development which is, "maximize the visitor's psychological experience," because collectively your customers will talk to a great many people. An area in which the hospitality does not meet customer expectations, as projected through its image, will experience a declining customer base and a degenerating image.

A successful image-development program will utilize the "mix" described above to improve the image of an area's tourism products. Community image is heavily dependant upon state image and consideration of state promotional programs is needed. Properties and communities must realize that their product should be thought of in terms of a concept and not as a tangible item. Thinking in conceptual terms allows for the development of an image that can overcome the lack of significant natural resource attractions. Image formation is not difficult as long as community residents are aware of what is being projected and long term efforts to achieve the desired image are undertaken. This is

important as images change slowly and in the absence of any long term efforts, successful image improvement is almost impossible.

Building a client base by developing the appropriate image that entices people to visit your resort or area is a goal of all operators. Therefore the image that is developed should be zealously guarded as it is much easier to destroy an image than it is to build one.

## **RURAL TOURISM DEVELOPMENT: THE UNIVERSITY RESEARCH CONNECTION**

**Dr. Richard Howell  
Director of Tourism  
University of Southern Mississippi**

The connection between university extension services -- whether Federal, state or university initiated and funded -- and tourism development is nothing new. It's been around for years. To a lesser degree, so has research and development directed specifically at rural communities. Uel Blank, Clare Gunn, and Bob McIntosh are living proof of that. "Main Street USA" was a program directed at small towns, and most such projects ended up with a significant tourism impact, even if not begun with that in mind.

Today, however, with the recognition and concern that rural communities have not shared equally in the government funding programs directed toward economic development, we can expect more attention to focus on rural issues. One of the first inklings of this new focus was the publication of Shadows in the Sunbelt by the Southern Growth Policies Board several years back. Educational deficiencies were highlighted in this document; for the past several years Southern states have been concentrating on improving this basic skill. More recently, the National Governors Association published A Brighter Future for Rural America?, which contained the results of a study in the Midwest of counties which have succeeded economically and those which have not. A model for predicting such success was developed, along with several strategies which have still to be tried and proved. This year, USTTA's rural tourism policy development grant was a first of its kind; more Federal and state dollars can be expected to be aimed at this phenomenon in the near future.

This workshop today is another episode in this somewhat disjointed sequence of show-and-tell sharing and networking aimed at eventually understanding which strategies work best for developing rural America. For the first time, tourism is being given an equal footing at the starting gate, rather than as a "nice to have" addition to projects with other purposes.

In conversation with John Vance, USDA Extension Service, it was clear that Washington will not be conducting research itself. It is also unlikely, in his opinion, that the Ag Research Stations will become actively involved in tourism, beyond the outdoor recreation aspects. He does expect, however, a significant growth in tourism involvement by his office. Of special note will be the responsibilities of Don Nelson, who is in attendance at this meeting. I shall let him elaborate on those new responsibilities related to tourism.

One thing is certain -- there can be no coordinated USDA Extension involvement nationally with tourism development until all university Extension Services have a solid Community Development (CD) division as part of their mission. For example, Virginia Tech has been providing tourism development assistance for years under the able guidance of people like Doug McAlister. Michigan State's involvement through the efforts of McIntosh, Blank

and Gunn mentioned earlier is also well know. However, until just recently, Clemson University was still "row cropping." Their CD Newsletter was discontinued several years ago because of lack of interest. A Kellogg Foundation grant of \$1.1 million (with a state match of equal value) for rural leadership development (incidentally including a tourism component) now has Clemson Extension thinking CD again. Clemson's "fame" in rural community service work has come from the Department of parks, Recreation & Tourism Management, supported by South Carolina extension funds, not those of USDA.

John Vance also said that although his office will definitely become more tourism-involved, he expects most rural tourism research and development service during the next few years to stem from those universities traditionally involved with tourism education and research, regardless of their standing vis-a-vis USDA Extension Service. Obviously, there is a need to build some bridges between Extension and non-Extension schools and programs.

Although we were asked to avoid specific research subjects, but were asked to address "hot" topics, I shall take the liberty of mentioning several projects either completed or underway in the rural tourism arena. These may also point out some funding sources, and perhaps point out the value of cooperative efforts and joint ventures -- an absolute necessity in my opinion -- for successful rural tourism development.

In addition to its Ag Extension efforts, Virginia Tech's tourism faculty recently completed a tourism importance-performance study in a West Virginia coal-mining county, reflecting attitudes of both visitors and local government officials toward tourism attractions and services. A report on that study will appear in an upcoming issue of Tourism Management.

While I was directing the Recreation, Travel & Tourism Institute (RTTI) at Clemson, we developed a simplified model for measuring economic impact of festivals -- a model which could be used by any local county council or chamber of commerce without the use of a computer. One of our greatest challenges during the next few years of the "rural invasion" will be to interpret our esoteric research methods and findings to the lay public in terms they can understand. Urban organizations can hire interpreters; they're called consultants. Rural communities rarely have the wherewithal to do that.

Jim Hite, an Ag Econ specialist at Clemson has done extensive studies on long-range fresh water needs for the state, including comparing costs and benefits of water usage directed at agriculture and that directed at tourism. Others in Ag Economics have been working on extensive input-output models containing tourism variables for coastal rural communities currently experiencing rapid -- and sometimes overpowering -- tourism growth and impacts. We tend to forget that many of our highly developed beach front resort communities are located in essentially rural counties. Myrtle Beach and Hilton Head Island, both in South Carolina, are prime examples of this occurrence.

One interesting project which I hated to leave behind was with the Clarks Hill-Russell (lakes) Authority on two concurrent studies of a major retirement community development. The studies would be, in part, follow-up economic impacts (preliminary studies by others

had forecast a rosy picture for McCormick County) coupled with a quality of life perceptions study of residents with an extended time base. In this instance, one of the poorest counties in South Carolina would have its population more than doubled in a five-year period. Both the real and perceived impacts will have to be enormous.

TVA is sponsoring Clemson's Ocoee River Study of the comparative economic values of white-water rafting versus power generation. Jeff Allen is working on this project as well as another interesting one called the Enterprise Market project being sponsored by a grant from the S.C. Government. Essentially, this project takes place at the John de la Howe School, an institution for abused and emotionally disturbed children. These children are being taught the value of their worth through personal enterprise by being able to market their products produced at the school, most of which are agricultural. Jeff is project manager; he's in the audience and can answer any questions.

S.C. Sea Grant Consortium is funding a study of Charleston Harbor to determine whether development or visual aesthetics should have predominance when in conflict.

S.C. Marine Wildlife and Resources is funding a Policy Assessment Study on where to place public boat ramps for maximum contribution to economic development. S.C. Coastal Council is funding a beach access project to determine future public use and need for access.

As you can see, Clemson is a busy place for tourism and related research.

At USM, we are just getting a Mississippi Festivals Association organized. We are also working with the new Gulf Coast Chamber of Commerce in preparing the service industries there for a new Japanese "invasion" in the form of the Mississippi Vacation Club -- a joint Japanese-American venture. We will shortly be working on the development of a state-wide tourist tracking system with the Mississippi Department of Economic Development. Another project this summer is assessing the economic impact and marketability of the first annual Okatibbee Lake Power Boat Regatta.

Our Mississippi Center for Tourism Resources is still in the proposal stage. This Center will link the resources of the three primary state universities, the state tourism division and its research arm, and the private tourism sector in an information network capable, we hope, of addressing most of our multifarious needs in the tourism area. In Mississippi, many of those needs are rural ones.

Finally, anyone involved with rural tourism research or development is going to have to have some linkages with a variety of trade and professional associations. We currently hold ten national memberships in tourism-related associations and as many state and regional ones. The variety of strategies, models and techniques needing to be brought to bear on rural tourism problems and opportunities can only be met by getting help from many sources. No single association or government agency will suffice.

If we expect to be successful in rural tourism development, beyond an article in an academic journal, we must learn to "double-think" -- not in the Orwellian sense, but in the

use of our most intellectual and creative thinking to develop the strategies and techniques for solving many of the obstacles presented by rural situations, and at the same time to recognize what makes rural tourism different from other tourism as we generally perceive it. It is in the learning and understanding of these differences that we will learn how to creatively apply the models and strategies to the greatest effect.

## **FOR TOURISM MANAGEMENT**

**Dr. Richard Howell  
Director of Tourism  
University of Southern Mississippi**

While this workshop was dedicated primarily to the role of USDA Extension Service faculty and agents in rural tourism development, a second purpose emerged as a "work-shop within a workshop," promulgated and held concurrently on the development of a national rural tourism policy. This "mini-workshop" was conducted by USTTA and Economic Research Associates (ERA). The latter is the prime contractor for a grant from USTTA to study, develop and present to the U.S. Congress a report recommending such a national policy. Further workshops are planned during the summer of 1989 to this end.

Several general sessions were held which concentrated on the history of the Extension Service and its traditional role in assisting farmers and the agricultural industry. The demise of the small farmer in the U.S. has forced the Service to reevaluate this traditional role and seek a new direction in assisting rural communities in non-agricultural economic development. Tourism is seen as one critical element in this economic revitalization process.

More than 50 speakers and moderators presented during the three-day meeting. Six sessions with three concurrent tracks each constituted the bulk of specialist offerings, ranging from policy development, research and marketing, to specifics on bed & breakfast operations, festivals, wildlife conservation and hospitality training. The role of emerging university tourism centers was another prominent discussion topic. Aspects of location within the university, funding sources and the centers' connection with USDA Extension operations were deliberated.

The workshop resulted in the identification of several needs: the need for more networking and interaction among government, universities and private sector trade groups interested in tourism and rural development; the need for more research directed toward determining what revitalization strategies work best in various situations; the need for developing rural leadership with a recognition of tourism's benefits and drawbacks; and the need -- especially in the Extension Service -- for "training the trainers."

A proceedings of the workshop is in progress. For information on availability, contact John Sem, Director, The Tourism Center, Extension Service, University of Minnesota, St. Paul MN 55108 USA.

## **TOURISM PROGRAMMING**

**James Huss**  
**Hotel, Restaurant and Institution Management**  
**Iowa State University**

I am reminded of the time one of my management professors in graduate school was re-invited (a sure sign of success) to conduct an educational program for the owners and directors of the companies that produce management training films. I asked "What do you say to the people who produce the materials we all use in training and development programs?" He replied in his down-to-earth philosophy, "I tell them the same thing they tell everyone else. They aren't any better at applying than the rest of us."

### **Problems Identified**

- o Become aware of all the tourism resources developed or discovered by other states.
- o Meet the Extension tourism faculty from other states and hear about their research and programming interests.
- o Encourage research and publications.

Develop a flow chart of how Extension can contribute to tourism, to include private and public tourism-related businesses, state and local governing bodies, professional and trade associations, and, of course, somewhere in here is the "tourist".

### **Resources Identified**

- o The research base for Extension
- o Our credibility for non-biased accurate information
- o Access to media
- o Acceptance by everyone (almost)
- o Sociological assets galore:
  - Ability to work with people, groups, communities
  - Experience with same
  - Somewhat locally owned and operated
  - Have our fingers in everything
  - We like people
  - We want to help
- o We are facilitators

### **Issues Identified (Tourism)**

#### Turf guarding

Who wants credit for tourism development? Who stands to gain the most?

## Players

- o Council on Regional Governments
- o Chambers of Commerce
- o Convention and Visitors Bureaus
- o Elected officials

There are people in the above groups whose jobs depend on their success in bringing people into the community. Make them look good; share the success with all of them, even if you have to do most of the work. Get credit for Extension, but bring everyone along. If things are moving along, leave it alone. If it needs help, be a facilitator.

## **State Divisions/Bureaus of Tourism, Recreation, Natural Resources**

Arts Councils  
State Legislators  
Professional/trade associations of clientele  
Community colleges  
Departments within Land Grant Universities  
Private colleges

## **Whose Responsibility is Tourism Development?**

State, county, extension, and business.

Who controls the most money? Who has access to the legislators? Who has access to the professional and trade associations, especially lobbyists?

I think tourism in rural areas begins with the individual entrepreneurs. In urban areas, the bigger tourist-related businesses are working together at state, regional, and national levels to attract tourists. In rural areas, it's the small craft producers, bed and breakfasts, museums, ranch vacations, farm ponds, bicycle trails, scenery, parks, rivers, and so on, marketed as a single attraction that will bring in tourists.

Extension's role is to provide leadership, which includes knowing when to stand up and when to sit down. Determine what your role is at all times. If you don't get involved early on, don't try to claim it in the later stages.

## **An Example of Tourism Development**

The Extension Director in Adair County had been asked to help with tourism. He's not sure what to do. Who should he call? Ghostbusters? Consider the choices -- he's already involved with the Chamber. They don't have a convention and visitors bureau. Could call the CRD, who might call the specialist in (fill in the blank) department. For example, Hotel, Restaurant and Institution Management which could be located in five

different colleges, Parks and Rec, Forestry, Leisure Studies, or Economics. Who will represent tourism at the University level?

OK, so he calls the HRIM specialist. Now what? My job is to know who in the state should be involved. Should I contact the Department of Economic Development? State Division of Tourism? How about the community college? How About the Council on Regional Governments?

OK, I am going to contact the Tourism office, but there are several divisions. Is there a need to attract a business to develop businesses which may contribute to economic development? Is this rural vs. urban economic development? Is this big or small business?

I work with the tourism people to find a time when we are all available and we meet with the Adair county group about six weeks later. The CED contacts people and schedules the meeting. Twenty-one people attend. After introductions, the Bureau of Tourism Director inquires about members of the County Board of Supervisors and members of the Winterset development group and covered bridge festival? And it goes from there. The essence of the meeting was that unless all parties which could benefit from tourism sign on, the process and results would continue to be fragmented. Speaking of fragmented, I learned the College of Design and Department of Community and Regional Planning had also been involved previously in "economic development" in this community.

The state is a valuable ally. They have research estimating the economic impact of many of the Iowa tourist attractions.

Well, the community is working together to market its many diverse attractions. Money, time, and accommodations are all scarce commodities at this stage.

### **For Successful Tourism Development:**

- o Determine the players
- o Determine who will be guarding their turf
- o Focus on the clientele
- o Provide leadership but know when to sit down
- o Remember that knowledge is power and carefully use your Extension research base
- o The person who organizes the resources has the power
- o Mention money

### **The Associations I've Identified Working With Tourism:**

- o American Recreation Coalition
- o Bed and Breakfast Innkeepers
- o Bus tour operators
- o Campground Operators Association

- o Chambers of Commerce
- o Community and Regional Planning
- o Council on Hotel, Restaurant and Institution Education
- o Festivals and Events
- o Group charter travel
- o Hospitality Education and Research Journal
- o HRIM programs at land grant universities, and also forestry, parks and recreation, leisure studies, community and regional planning, landscape architecture, and business
- o International Association of Convention and Visitors' Bureaus
- o International Journal of Hospitality Management
- o Midwest Universities Consortium for International Activities, Inc.
- o National Trust for Historic Preservation
- o Professional Convention Management Association
- o Small Business Development Centers
- o Society for Tourism and Travel Educators
- o State Hotel-Motel Association
- o State Parks Association
- o State Restaurant Association
- o Travel and Tourism Research Association
- o Travel Industry Association of America
- o Travel Writers
- o VISTA

## COMMUNITY TOURISM DEVELOPMENT

Glenn Weaver  
State Extension Specialist  
University of Missouri  
Columbia, MO

The Extension program in Missouri offers a wide range of educational services in tourism. My comments will focus on what we do in the Department of Parks, Recreation and Tourism. Other units such as Community Development and Business and Industry also provide needed services associated with tourism.

The most common question coming to my office is "Can our community benefit from tourism?" I suggest the question should be "To what extent can our community benefit from tourism?"

Many of our initial workshops with communities center around an assessment of their potential in tourism. We encourage them to complete an inventory of their attractions, services, and goals. We then help them analyze the information and start to focus on primary and secondary attractions and support services.

Tourism development is generally more successful when the community or area capitalizes on:

- o **Natural features and attractions** (lakes, mountains, rivers, etc.)
- o **Cultural/Historical sites and features** (famous people and events, etc.)
- o **Manmade attractions** (theme parks, arch, etc.)
- o **Creating something** (special events, festivals, sporting events, fairs, etc.)

Since many smaller communities do not have sufficient natural, cultural, historical, or manmade attractions to draw an adequate number of tourists, they are capitalizing on local leadership by creating Special Events. Special events are leadership and labor-intensive but may be successful even though the community may lack major facilities and services. Much of the leadership and labor can be volunteer.

Presently Missouri is hosting over 1,000 special events each year. This does not include many of the local street dances and pet show events. Developing special events requires the same process as any other tourism development effort:

1. There must be an organizational structure that is representative of and supported by the community.
2. The goals of the organization must be understood and supported by the community.

3. Sound planning principles must be followed.
4. Sound management principles must be adopted.

The major challenges or educational goals we face in helping communities with hosting special events include:

#### Planning

Seldom will a community allow adequate planning time for the event. Often we are contacted after the date, theme, and special entertainment have already been determined. Many times only vague goals are established for the event. Seldom will the planning group have adequate information on competing events or target markets.

Lack of adequate planning is costly financially and increases the frustration level of those individuals trying to cover last minute concerns that should have been handled through careful planning.

Our educational efforts are designed to assist special event planners understand the need and value of careful planning and to assist them in developing a comprehensive strategy for hosting special events based on their goals.

#### Marketing

Although a marketing plan should be a part of the original planning effort, it is often viewed as a separate responsibility with little thought being given to scheduling that would enhance local shopping, over-night lodging and utilization of non-paid advertisement opportunities.

Our educational effort is designed to assist special event planners in developing a marketing strategy that is both effective and efficient.

#### Management

Management begins with the organizational structure and program determined by the original planning committee. It includes the sequencing of tasks to be accomplished and insures consistency in handling people and facility problems. Management also involves the decision making and coordination of all committees and task forces.

Management decisions will greatly influence the event's ability to make money and reach stated goals.

Our educational program is designed to assist event managers in establishing a sound management plan based on their objectives and to improve leadership skills in working with small groups.

#### Logistics

The logistics of having people, products and services at the right place and at the right time may be overwhelming to someone not accustomed to having responsibility for all phases of public programming. Providing for the health and safety of entertainers,

concessionaires, and visitors in all kinds of circumstances including emergencies requires a very careful and systematic plan. Obviously the logistics for the event must be a part of the original plan, however, the dynamics of managing the needs of people requires spontaneous decisions and services.

Our program emphasis concerned with logistics is designed to help event planners develop alternative strategies for each phase of public service provided.

Special events are becoming major tourist attractions. Well planned and hosted events can be as successful in attracting visitors as natural features or other traditional tourist attractions. Our efforts at measuring the economic impact of special events have proven that events such as a Friday through Sunday softball tournament may produce over \$100,000 in direct expenditures for a community. Hosting a successful special event may be profitable but it will require careful planning and management. Many of the communities in Missouri have a competitive advantage because of the education services Extension is providing in special event planning and management.

## **RURAL AND COMMUNITY TOURISM DEVELOPMENT: AN ADVISORY SERVICES APPROACH FOR COASTAL LOUISIANA**

**Michael M. Liffmann  
Assistant Director, Louisiana Sea Grant College Program  
Center for Wetland Resources  
Louisiana State University**

### **Background**

During the early years of this decade while much of the nation was in the midst of a recession, high oil prices spurred Louisiana's economic growth. The oil price collapse of the mid 1980s, however, reversed the state's economic situation. Louisiana's unemployment rate, which had hovered in the six to seven percent range in the mid to late 1970s, soared to nearly 15 percent statewide by 1985, and some coastal communities even experienced 22 and 23 percent unemployment. The state's dire situation has been exacerbated by the changing nature of U.S. agricultural and seafood production industries and the structural changes that have taken place in the last decade in the U.S. and global economies.

There are clearly no simple or rapid solutions to Louisiana's crisis. The challenge to the state and its communities is to methodically explore all development alternatives and plot a course designed to stimulate and generate new economic activity. Oil and gas extraction will continue to play a key role in the state's future, but if the state is to move forward it will have to (1) diversify into other forms of economic activity and (2) move to shore-up its weakened businesses and industries.

### **A More Active Role for the University Community**

The importance of addressing the changing needs of the state and its communities has been recognized by the Louisiana Sea Grant College Program (Louisiana Sea Grant), the Louisiana Cooperative Extension Service (Extension) and their traditional audiences. The Louisiana Sea Grant College Program is part of a national academic network that is devoted to practical and applied programs of coastal and marine research, education, and advisory service. The program has a twofold commitment to the state's coastal communities: (1) to encourage economic leadership and (2) increase the University's involvement in coastal Louisiana's economic development issues. Unquestionably, there is a challenge for the University to take a more active role in creating, developing and helping to implement new strategies for economic growth.

Many of the state's public and private leaders have been of the opinion that an increased emphasis on the development of tourism and outdoor recreation, along with a concerted effort to revitalize rural areas, could enhance growth. In 1986, Louisiana Sea Grant undertook an initiative to determine what role, if any, the University's advisory/extension staff and faculty could play in coastal tourism development.

## **LSU Ad Hoc Committee on Coastal Recreation and Tourism**

An ad hoc committee of faculty and staff was established at Louisiana State University (LSU) as the vehicle for focusing University interests in the area. The group is interdisciplinary, composed of economists, agricultural economists, sociologists, landscape architects, fisheries and outdoor recreation specialists, and thus the topic is approached from various aspects. Early on, the committee realized that outside of New Orleans there was little statistical information about tourism and tourism attractions. It also ascertained that the past successes of the tourism industry in the New Orleans and neighboring Mississippi Gulf Coast regions had indeed attracted a considerable amount of attention and that many of Louisiana's economic development interests and community leaders, anxious to find cures for the economic ills, perceived that tourism was a real opportunity.

The committee concluded that tourism, in fact, was one of the very few bright spots in Louisiana's economy. The portions of Louisiana's coastal area outside of metropolitan New Orleans have not, however, benefited to any measurable extent from this industry. Tourists have been visiting the historical, ethnic, and cultural attractions of New Orleans, but they have not been induced to visit many of the coastal region's natural attractions.

United States Travel Data Center statistics indicate that the travel industry in the state, particularly tourism travel, has been prospering since 1980 (Table 1). The New Orleans metropolitan area, more specifically the coastal parishes (counties) of Orleans and Jefferson, have been the primary beneficiaries of the increased level of tourism activities (Table 2).

**Table 1. Impact of Travel on Louisiana, 1980-87**

CATEGORY	1980	1987	PERCENT CHANGE
Total Travel Expend.	\$2.9 bil.	\$3.8 bil.	+31%
Total Travel Payroll	573 mil.	763 mil.	+33%
Total Travel Employ.	71,000	73,000	+ 3%

**Table 2. Impact of Travel on Orleans and Jefferson Parishes, 1980-87**

CATEGORY	1980	1987	PERCENT CHANGE
Total Travel Expend.	\$1.9 bil.	\$2.6 bil.	+37%
Total Travel Payroll	389 mil.	543 mil.	+40%
Total Travel Employ.	46,500	51,700	+11%

The predominantly rural parishes of Louisiana's coastal region have not benefited from the surge in travel activity that has taken place elsewhere in the state and have, in fact, been experiencing a sizable decline in travel activities (Table 3). This is primarily because of the sharp declines in business-related travel without an accompanying increase in tourism travel.

**Table 3. Impact of Travel on Remainder of Coastal Region, 1980-87**

CATEGORY	1980	1987	PERCENT CHANGE
Total Travel Expend.	\$157 mil.	\$133 mil.	-15%
Total Travel Payroll	27 mil.	22 mil.	-19%
Total Travel Employ.	4,200	2,400	-43%

The committee also noted that planning in general and tourism and recreation planning in particular have been conducted in anticipation of or in reaction to near-term economic circumstances, another of the unfortunate legacies of the boom years. Tourism and recreation planning has been limited to site development or events planning. The industry's state and local leaders have not had sufficient vision to consider planning for the medium- or long-term future, and for this reason there are no development strategies or directions for growth. At the local levels there is very little appreciation of the potential economic significance of tourism and recreation and the role that they can have in stabilizing local economies.

The committee concluded that while data collection and research are needed, the University should dedicate resources toward (1) improving the competence of coastal tourism leaders so that they may serve as economic forces within their respective communities and (2) organizing teams to work with these leaders to explore the potential of this industry and develop plans and programs to capitalize on the opportunities that are identified.

### **Louisiana Coastal Recreation and Tourism Assessment Team**

The committee also determined that there were major information voids that did not appear in the literature and that many of the observations made regarding tourism potential were perceptions that were not necessarily based on facts. It was the consensus of the group that it would be desirable to conduct several fact-finding studies in geographically diverse parts of the coastal region. Such studies would provide researchers and extension/advisory staff with additional information and at the same time help to clarify the University's future role in tourism development. The group felt that a broadly based, interdisciplinary task force, much like the ad hoc committee, would be the most effective means. This led to the establishment of the Louisiana Coastal Recreation and Tourism Assessment Team (LCRATAT) in late 1986.

LCRATAT is coordinated by Louisiana Sea Grant and study team members are drawn from the university and public and private sectors. The members are invited to participate

in specific studies and are assigned specific tourism, recreation and management topics which they are asked to investigate during the course of the study. The topics are identified during a preliminary reconnaissance visit and after a review of readily available written materials. If, for instance, the preliminary visit identifies a particular parish as having quite a few historical and cultural attractions, then individuals knowledgeable in identifying the opportunities of such attractions are invited to serve on the study team.

There is no predetermined number of members on a given team. Members receive no extra compensation, and they or their agencies are asked to contribute their time. If travel expenses are a problem, they are covered jointly by Sea Grant and local interests. The final report is prepared by Sea Grant.

The team spends between three and five working days in the parish. Team members collect and analyze data, interview public and private interests, give presentations to civic and business groups, and stage several town meetings. Public input is actively sought. At the end of each day, the team convenes for a debriefing and group discussion of the day's activities and findings. This enables the group to begin to formulate concrete ideas well in advance of the oral presentation, which is made at the conclusion of the visit. A final report that elaborates on the remarks of the last day is submitted three months later.

To date, assessment teams have been organized for three studies in the southwestern (Cameron Parish), south central (St. Mary Parish), and southeastern (St. Bernard Parish) regions of coastal Louisiana. These parishes were selected on the basis of geographic diversity, the mix of existing natural and man-made attractions, and the tourism leadership corps in the immediate area.

#### Cameron parish

Cameron is the largest yet least populous parish in Louisiana, consisting mostly of marsh, water, and open range. Because of the standstill in offshore oil operations, the assessment team found in early 1987, a parish plagued by unemployment, dwindling tax revenues, economic instability, and dim prospects for new industry.

But the team also found some important assets: sandy beaches and scenic marshes, three wildlife refuges, a world-renowned birding area, and excellent opportunities for recreational fishing, hunting, and crabbing. Other assets included the Creole Nature Trail, a scenic driving tour; a highway system that provided adequate access to beaches and wildlife refuges; and an assortment of motels, restaurants, and shops at two of the beaches. Cameron had much to offer, but the residents did not really recognize the value of their natural resources. They were not hostile toward tourism, but simply indifferent. The parish has been consistently rated as one of the top three best places in the U.S. for birdwatching, but no particular effort had been made to accommodate the birders, because there was no sense of birding as a potential industry. Clearly, the local attitude toward tourism was coexistence rather than cultivation.

Recommendations made by the Cameron study team (which included faculty from the LSU departments of agricultural economics, geography-anthropology, a marine economics specialist, and recreation specialists from the state offices of tourism and state

parks as well as the U.S. Minerals Management Service), were generally for small projects that could be done rapidly and at a small cost to the parish. Concluding that the area's primary opportunities for tourism development lay in its natural assets, the team made specific suggestions for ways that the parish might increase its attractiveness for visitors and invite more public use of its resources. Everything that was recommended involved the enhancement of what was already there.

#### St. Mary parish

Several months after the pilot Cameron study, the team chose a more complicated challenge. Whereas Cameron had no tourist commission at all, St. Mary had three that competed with each other. The parish itself was divided culturally, economically, and politically. People whose livelihoods depended on oil and gas and those who represented the traditional agricultural economy had little to say to each other, resulting in a remarkable polarization that bred intraparish rivalry and resentment.

New team members were added: a leadership development specialist from Texas; the executive director of Louisiana's most successful visitors and convention bureau; the director of the state's litter control program; and an LSU marketing professor. The team found that though tourist attractions were numerous, varied and vigorously promoted in some parts of the parish, there was little effective cooperation among tourism organizations, attraction owners, and municipal authorities. The team discovered, in fact, that many attraction owners were unaware of the existence of other attractions complementary to their own, and that rival tourism groups often failed to tell inquiring tourists about attractions in the other's territories!

Much like Cameron, many of the team's recommendations involved a general enhancing of attractions, particularly those that are water-resources based, rather than the development of new ones. Other suggestions included an annual trade fair to encourage cooperation and exchange between attraction owners and tourism organizations; data-gathering projects at the various attractions to profile the visitors; community campaigns to clean up littered areas; and planning and hospitality training workshops. The consolidation of the tourist commissions was also recommended.

#### St. Bernard parish

The team's visit to St. Mary was followed by a request from the marine agent with the Extension Service for a tourism assessment in St. Bernard. Though economically much like St. Mary in its dependence on the energy industry and topographically similar in its abundance of natural wetlands and waterways, St. Bernard presented a still different set of circumstances.

St. Bernard is a suburb of New Orleans, yet is largely rural. Its location next to New Orleans has tended to discourage independent efforts at tourism development, although the parish contained attractions sufficient to lure day tourists from New Orleans. A major problem was lack of organization. Stabs at tourism development had been made at various times, though nothing ever seemed to come together. A tourism committee, appointed by the parish's governing authority, was largely inactive because to a lack of funds.

The ten-member team included Sea Grant staff, LSU faculty, and representatives of the Economic Development Administration, Minerals Management Service, the state's tourism and parks agency, and the Greater New Orleans Hotel and Motel Association. The team found an energetic and enthusiastic group of individuals who were committed to developing the parish's tourism potential, but there was no vehicle for them to work through.

The team encountered many of the same problems that it had seen in its previous studies: negative attitudes about the parish's attraction for tourists; lack of civic pride, as evidenced by the litter situation; and a general lack of awareness among the residents about parish attractions. The only attraction in the minds of many is the Chalmette National Cemetery. Unfortunately, St. Bernard gets little economic benefit from the several hundred thousand annual visitors to this attraction, because the visitors are unaware of the other amenities to be found in the parish, and thus spend nothing.

The team recommended the formation of a well-funded tourism commission that should be headed by a professional. As in Cameron and St. Mary, recommendations dealt with developing means for improving and promoting existing attractions and for building the leadership and structure to launch a tourism industry.

### **How Successful Have the Teams Been?**

It is too soon for tourism statistics but there are indications of some positive community developments as a result of the teams' visits. The most notable benefits seem to be the growth of public awareness and the emergence of strong local leadership, which are the first steps in improving the climate for tourism.

In Cameron, parish-wide beach cleanups and pledges by local organizations to adopt beaches and roads have resulted in a cleaner and more attractive environment. An Extension-sponsored seminar on how to develop waterfowl hunting leases resulted in several new enterprises catering to tourists. Also, the parish's Recreation and Tourism Advisory Committee continues to work with the wildlife refuges to enlarge and enhance the interpretive facilities at those locations.

Public awareness of the presence and importance of tourism in St. Mary has also grown considerably, aided largely by a visitor services program, designed to involve the business community in the promotion of tourism. Two tourism trade fairs have taken place, and several attractions attribute an increased number of visitors to referrals from other parts of the parish. The Atchafalaya Delta Tourist Commission has taken the lead in promoting tourism for the parish as a whole, after the team's proposal to consolidate tourist commissions failed to be approved by the local governing authority.

In St. Bernard, a tourism commission has been established and its members were appointed from a slate of candidates proposed by local tourism interests. A day-long Basics of Tourism Workshop was held several months after the study to demonstrate how

the tourism industry in the New Orleans area works and what opportunities exist for private enterprises and attractions.

### **The Future of LCRATAT**

Twelve requests to conduct similar studies in other coastal and noncoastal parishes have been received. The fact-finding objective that provided the initial impetus to establish LCRATAT has, however, been achieved and therefore no further studies of this nature are planned at present. Nevertheless, there is a need to lay out the study and planning processes that were used by this team concept. For this reason several LCRATAT members have agreed to collaborate in the publication of a manual that will delineate the study process and provide guidance to the communities on how to go about conducting their own studies.

LCRATAT will, however, remain very active. Two projects are underway and will be completed in the next year. Several team members are working with the Office of State Parks, Department of Culture, Recreation, and Tourism on an action plan that will guide marketing of the state's outdoors in the next decade. A new team will be working with a major saltwater fishing tournament in the southwestern part of the state to see if a concerted marketing effort can attract more tourists to the region.

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## **DEVELOPING YOUR COMMUNITY FOR TOURISM: THE ROLE OF AWARENESS WORKSHOPS**

**Larry Simonson  
Extension Specialist, Tourist Services  
Tourism Center, University of Minnesota**

The "Community Tourism Development Workshop" is a program designed to increase awareness of tourism as an industry among individuals in a community. It also recognizes the important role of each person who meets and serves visitors.

Tourism dollars flow through the entire economic fabric of a community. During 1987 there were nearly \$5 billion in travel expenditures in Minnesota. This included the purchase of supplies and services at many local businesses.

In addition, tax dollars are generated by tourism. The U.S. Travel Data Center estimated in 1987 that nearly \$274 million in Minnesota state tax receipts and over \$65 million in local taxes were generated by the travel industry. This additional revenue helps to reduce local and state taxes for everyone, even for those who have little direct contact with visitors.

With these facts in mind, it makes sense for communities to do their best to bring in visitor dollars whenever possible.

The "Community Tourism Development Workshop" can be a part of this process. The workshop is a one-day event whose primary audience includes all those individuals -- both employers and employees -- who meet and serve tourists.

It is often a joint venture with the Minnesota Office of Tourism; the Small Business Development Center; the Minnesota Extension Service, Tourism Center; and local chambers of commerce or other associations. As many as 40 workshops have been conducted in communities from Worthington to Winona, Grand Marais to Glenwood, and many cities in between in a single year.

The following is an outline of a typical program which can give interested communities an idea of the program's scope and content. Each workshop has some standard parts and one section that is tailored to the community and conducted by local people.

### **Community Tourism Development Workshop**

#### The value and responsibility of being a host community

A discussion of the economic and social impact of tourism in your community and the entire state. Who benefits and who pays and in what ways? Examples are given of what other communities are doing to enhance their industry. The presentation is usually given by Tourism Center staff.

### The art of hospitality

A lively and informative discussion of how we can all do a better job of being a host. Stress is placed on the concept of U-ability or putting ourselves in the other person's shoes. The presentation should be filled with real life examples of good and bad hospitality. The speaker should be knowledgeable of the state and comments should be based on real life travel experiences.

### The state's role in tourism and its value to your community

A discussion of the expanded role of the Minnesota Office of Tourism in marketing Minnesota tourism and how a local community can take advantage of several parts of the program, including the small grant programs for new, innovative marketing thrusts. Also the variety and quality of the new brochures and media programs are discussed. The presentation is given by a representative of the Office of Tourism or by other knowledgeable presenters.

### Know your community to be a better salesperson

A panel of local people to discuss some of the following topics to provide information to strengthen the sales approach of the community. Topics may include:

- o a light touch of community history
- o accommodations and services to please and serve visitors
- o the recreation resources of the area
- o the events and festivals schedule of the community, and
- o regional and local marketing efforts to bring in visitors.

The full workshop takes about three hours and is primarily motivational in thrust. It should be followed up with other educational efforts in local communities to make the program continuous in effect. In some communities, the presentations have been videotaped for later use on local television or future programs. Local media coverage often helps spread the message to a broader audience.

An example of the program for a workshop held in Grand Rapids, Minnesota, follows. Because resources seldom permit this amount of "hands-on" community involvement a similar program was tested by satellite down-link in 1988. Nineteen communities representing several hundred people were involved at one time. More detailed information on this approach can be obtained by contacting the Minnesota Extension Service Tourism Center.

# Community Tourism Development

April 30, 1984  
Holiday Inn  
Sawmill Room  
Hwy. 169 S.  
Grand Rapids, Minnesota



Two complete sessions at 1:30 p.m. and 7:00 p.m.  
No registration required.

**PART I**

1:30-3:00 p.m. **SETTING THE SCOPE OF OUR POTENTIAL**  
Skip Drake, President,  
Grand Rapids Chamber of Commerce

or

7:00-8:30 p.m. **DEVELOPING AND MANAGING COMMUNITY TOURISM**  
Gary Ballman, Extension Specialist, Tourist Services, University of Minnesota.

**THE ART OF HOSPITALITY**  
Jane Preston, Hospitality Consultant and former Educator with Minnesota Department of Education

**THE STATE'S ROLE IN TOURISM AND ITS VALUE TO YOUR COMMUNITY**  
Joan Hummel, Information Officer,  
Minnesota Office of Tourism

Coffee Break

**PART II**

3:00-4:00 p.m. **KNOW YOUR COMMUNITY TO BE A BETTER SALESPERSON**  
A panel presentation and discussion of tourism interests and organizations at the local level and how individuals can get involved in their tourism industry.

or

8:30-9:30 p.m. **KNOW YOUR COMMUNITY TO BE A BETTER SALESPERSON**  
A panel presentation and discussion of tourism interests and organizations at the local level and how individuals can get involved in their tourism industry.

Topics:

- "So You Thought You Knew EVERYTHING About the Grand Rapids Area!"
- "How to Increase Your Sales, Hold the Visitor Longer, And Get Him Back!"
- "You're A Key Partner in the VCB 1984-85 Marketing Program."

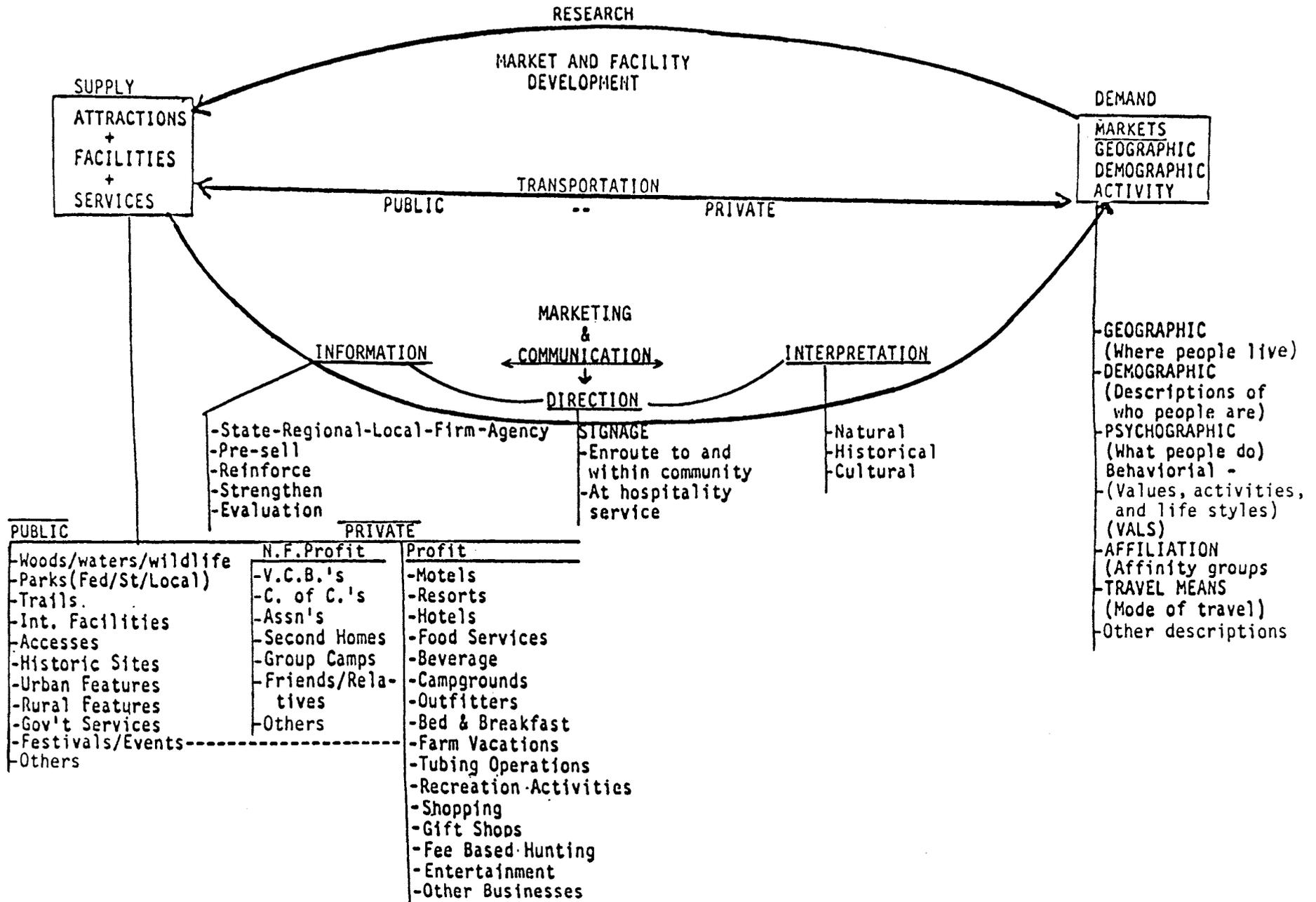
**MOTIVATIONAL WRAP-UP**  
Jane Preston, Hospitality Consultant and former Educator with Minnesota Department of Education

This workshop is sponsored in cooperation with:

Grand Rapids Visitor & Convention Bureau  
Grand Rapids Chamber of Commerce  
Itasca County Resort & Tourism Association

Example of the program for the Community Tourism Development Workshop held in Grand Rapids

# TRAVEL/TOURISM SYSTEM



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## **TOURISM MARKETING FOR COMMUNITIES: MOVING FROM HYPE TO STRATEGY**

**Sue Sadowske, Marketing Specialist  
Recreation Resources Center  
University of Wisconsin-Extension**

Before we begin I'd like each of you to take a moment and write down your definition of marketing. Just hold on to that for a few minutes and we'll come back to it.

Tell me what you think of when I say "My kind of town," "I love \_\_\_\_\_," "The snowmobile capital of the world." Now what kind of image do the following conjure up -- Detroit, "The beer city," Gary?

The first list represents conscious attempts of communities to create an image. The second list represents images of communities that we hold but that were not developed through any specific attempts to do so by the communities.

These are perhaps the most visible aspects of marketing or lack of marketing effectiveness. Yet themes and consciously developed images represent only one aspect of marketing. They are positioning strategies for the product, which in this case is the community.

This is the glitz. While great slogans and ad campaigns are a lot of fun, they are promotional strategies and do not represent a comprehensive marketing approach. In fact, most of what gets passed off for marketing in tourism today is "selling" -- pushing what communities have, rather than "marketing" -- aptly described as customer satisfaction engineering. You see, to engineer customer satisfaction, you must begin by truly understanding the customer and that is exactly where marketing begins, with market research to understand the consumer and understand the community through the eyes of the consumer or the potential tourist. Community promotion without an understanding of the consumer or potential tourist is essentially asking, "What color black do you want?"

A basic tenet of marketing is this, "People do things for their reasons, not for ours." Marketing focuses on finding out their reasons. By the way, the "I Love New York" campaign really represents what community marketing ought to be. Prior to the selection of that promotional slogan, an entire year of research was conducted to find out the current images people had of New York and to identify a positioning strategy which was credible. The genius of this work is even more compelling when you consider that this entire strategy was being developed at the very time when the commonly held image of New York was Johnny Carson's nightly commentary about the dire straits of a city where garbage didn't get picked up because city workers were on strike, and people were regularly mugged in Central Park.

Through market research, the city of New York identified the niche (a hole or cranny) in the market which they most successfully occupied. They determined that their differential

advantage was Broadway; this was its most salient promotable aspect. Hence was born the "I love New York" strategy where New York was touted by the most notable Broadway celebrities. The strategy was so solid that it expanded as the theme utilized for industrial recruitment as well, and I'm sure all of you recognize the overall success of that program. Let's back up a moment here to define marketing. Get out your definitions and see if you have anything close to this:

Marketing is the analysis, planning, implementation and control of carefully formulated programs designed to bring about voluntary exchanges of values with target markets for the purpose of achieving community objectives.

It relies heavily on designing the community's offering in terms of the market's needs and desires and on using effective pricing, communication and distribution to inform, motivate and service the markets. (Philip Kotler)

How did you do? Did anyone come close to this in your definition? There some important points about this definition that need to be highlighted. Marketing is a managerial process. It involves carefully formulated programs, not just random activities. Marketing takes place before any selling takes place and manifests itself in carefully formulated plans and programs. Marketing seeks voluntary exchange -- marketers formulate a bundle of benefits for the target market. Marketing dictates the selection of target markets rather than attempting to be all things to all people. Marketing relies on designing offerings in terms of the target market's needs and desires rather than the seller's. Effective marketing is user oriented, not seller oriented. Marketing utilizes and blends a set of tools called the marketing mix -- product, pricing, communication, and distribution.

It is quite obvious that the conceptual framework for marketing communities is considerably broader than the selling or promotion approach. Marketing involves promotion, but in marketing, promotion is a tool, one part of the marketing mix, utilized to accomplish strategies determined as a result of market research.

While the majority of communities in our state are interested in marketing the community as an entity, present efforts labeled marketing can be characterized as sporadic, splintered, and largely centered on promotion as opposed to marketing. Yet the majority of communities think once they've developed a brochure they are "marketed," and they aren't about to take precious resources and waste a lot of time doing market research. Here's the typical scenario: One organization in a community calls for assistance in developing a promotional brochure or developing tourism. Typically there is little interest in finding out more about the specific consumers they want to market to, i.e., their target market, and little has been done to assess whether the community has resources that are suitable for specific segments of the tourism market. In addition, little has been done to seek broad-based community support for such an effort.

Enter the Extension agent. Being well schooled in Extension credo, we move to "meet the people where they are," hence we help this community organization develop its brochure and "get marketed." Now I must hasten to add that there is nothing wrong with this unless the completion of the brochure is where things end. If we are going to help communities deal effectively with their problems, this is where our work should begin -- at any point of entree -- but then, we need to help communities work toward a strategic plan for their community. Let me explain that a bit.

I believe we can't simply help communities promote themselves and hope to be effective. We must begin to understand the strategic marketing planning process and incrementally move communities from simply promoting to developing a holistic tourism marketing strategy as one aspect of community development. From this perspective, strategic marketing planning can provide a framework for community planning. In the brief time we have today I want to simply introduce you to strategic marketing planning and give you some glimpses of how it might be useful in tourism marketing. So this will be a whirlwind description of this model of strategic marketing planning. (See illustration.)

Strategic planning begins with an understanding that communities exist within a broader environment which will profoundly impact the community. Hence, external environmental scanning is done to monitor trends and changes that will affect the community.

The macroenvironmental scan looks at all of the forces beyond the control of the community including, social, political, economic, and technological. For example, one social trend we know is the increased interest in nonconsumptive activities such as the silent sports. Obviously communities interested in tourism will want to consider what impact this trend will have on their community and whether or not they can market to take advantage of it.

The market environment consists of present and potential customers and clients. It is rather obvious in a true marketing approach that you need to know what potential markets or tourists want, but it is surprising just how little communities and tourism enterprises actually know about their customers. It's also important to know what competitors are doing and who they are.

The public environment is comprised of any distinct groups of people and/or organizations that have an actual or potential interest and/or impact on the community, including media, government, activists, the local and general public, etc.

Based on the environmental scan the community conducts a threat and opportunity analysis to identify trends or forces which impact or are likely to impact the community. Threats are obviously detrimental, while opportunities point out areas where a communities can enjoy a superior competitive advantage through marketing action.

For our example of the nonconsumptive users, a community with bicycle and cross country ski trails and canoeing and kayaking might view this trend as a market opportunity on which it could capitalize. The internal environment obviously relates to the community itself. You will want to analyze people and their attitudes, local culture, the community

image, community resources, and funds, and the organizations of the community. It's important here to identify who is doing what in the community so you can tap a wide variety of resources and expand the involvement in tourism.

Let me digress a moment here and emphasize that the broader the base of involvement the more likely you are to accomplish community goals. It has been our experience that community leaders in the tourism sector tend to burn out at a very high rate. I think that is partly because they view themselves as the doers and don't consider the variety of ways they can get others to share the load.

Community resource analysis is also important. Local citizens often overlook numerous resources that can be attractive to tourists. Conducting a resource analysis is an effective way to get people involved in gaining a fresh perspective of their community. It's also important to find ways to communicate within the community about the variety of things to see and do there. It is very typical to have residents with little knowledge of local attractions and activities.

From the internal analysis you should develop a list of community strengths and weaknesses. What you are looking for are areas where your community strengths align with the market opportunities. From our example on nonconsumptive activities, a community with trails and nature opportunities is in a position of marketing advantage. Conversely, if our scanning told us that there is a large increase in power boating, a community without adequate harbor and docking facilities is not going to be able to capitalize on this trend, and depending on the strength of this trend, the community may consider this a weakness.

In evaluating strengths and weaknesses, it is important for a community to not rely solely on its own perceptions. At some point it is useful for communities do an image study to determine how the community is perceived by its key publics.

Communities also need to consider distinctive competencies comprised of resource areas where the community is especially strong, and they need to develop a differential advantage where the community can outperform the competition. This distinctive competency is also called differential advantage, or unique selling proposition (USP) and it relates to your market niche, the distinctive place your community can occupy in the market place.

The "I Love New York" campaign, for example, could have talked about the shopping or restaurants or hotels, but the genius was in allowing Broadway alone to represent all of the excitement of New York. Two cautions are needed here. First, the slogan is not the be-all and end-all of a promotional campaign. It is simply the jumping off point.

Second, avoid being too cutesie or too trite. We've all heard the phrases like "Everything for everybody" and "Four seasons vacation land" so often that they do not communicate anything anymore.

Following these analyses the community decides what it wants to accomplish and sets goals. Like your own work goals, it is important to make these goals as concrete as possible. For tourism, marketing goals may be to increase hotel occupancy 10 percent for the fall season or to double inquiries, for example.

Once you've decided what you want to accomplish you can establish marketing strategies that will enable you to accomplish those goals. Think of marketing strategies as a game plan for winning a competitive endeavor. Marketing strategy involves identifying appropriate target markets and designing a marketing mix to serve them. A succinct way to think of this is to "shoot where the ducks are flying". You aim for the ducks just as you aim for tourists.

What you are essentially doing is matching benefits in the marketing exchange. In other words, you are matching what you have to offer with those who are most likely to respond or be interested. Think about putting together a bundle of benefits for the target market.

Key to a target marketing strategy is market segmentation, which simply means dividing the market into distinct and meaningful groups of consumers which merit separate products and/or marketing mixes. In tourism, for example, the consumptive user is generally different than the nonconsumptive user. Therefore the marketing approach for each would be different.

Suppose your scan has identified nonconsumptive activities as important. For our nonconsumptive activity example, the first step in target marketing is to find out what kinds of nonconsumptive activities exist, and what the community might have or develop that can appeal to them. A nonexhaustive list of nonconsumptive activities includes bicycling, canoeing, cross country skiing, etc. Let's say the community has bicycle trails and so we select this segment of the nonconsumptive activity participation. It is obviously wise to find out all you can about this segment. What are their biking patterns, are all of them interested in racing or do they mostly tour, what are the demographics of this segment, etc., etc.?

Based on this market research you need to develop a competitive positioning strategy for this segment. Remember that is the differential advantage or USP, and one was established for the community as a whole. What you are doing is creating answers to the question, "Why should bikers come to our town, given all of the other places they could bike?" We have already dealt with this kind of strategy for the community in toto, but we must also establish some compelling reasons (again, think benefits) for this biker segment specifically.

Finally, we are now ready to deal with the marketing mix for this segment. Remember the marketing mix or marketing tools are the 4 P's -- product, place, price, and promotion. In terms of the product for the bikers, the community could ask whether it could make the trails better. Could the community offer more services especially for bikers? What other benefits could the community develop for bikers?

Place, the second marketing tool, asks questions that relate to location and channels of distribution. Could the community be more accessible to bikers? What additional channels or conduits could the community use to reach bikers? For example, could you network with bicycle shops or distributors to promote biking in your community?

Price is the next consideration. What are community costs for bikers? Are there trail fees? Are the trails a good value for the price? Are there value-added opportunities such as providing bikers with coupons for community purchases?

The final marketing tool is promotion. How are you going to promote to bikers? What media do bikers utilize? What regional publications target this specific market segment? Could the community have a biking event to promote biking opportunities? Do you need to develop a promotional brochure on your bike trails? How will it be distributed to reach this market segment?

These are the elements of a marketing strategy. The next steps of strategic planning deal with specific tactics, time frames, performance benchmarks, etc., that we do not have time to deal with today. However, it is quite obvious they follow from the planning we have already discussed.

What I have attempted to do in this brief time is to introduce you to the marketing concept and differentiate that from merely selling or promotion. Marketing in its most simplistic sense deals with what, who, and how. What you are selling, who you are selling it to, and how you are going to do that. In this case simplicity is deceptive since the answers to the W's are not obtained without knowledge and research. Marketing is about managing exchange, what your community offers for what it gets in return.

In reality, most community development efforts are a mixture of selling, marketing, and product development -- selling for short term payoff, marketing for longer pay-off, and community development to build a better product to market.

Clearly, any efforts to utilize tourism for rural revitalization are going to be more soundly based utilizing marketing principles as opposed to simple promotional gimmicks.

One final note. The area of strategic marketing planning for communities is an emerging program area for me. I am attempting to gather resources and develop background information which support our agent work in this area. I am very interested in sharing these efforts. To that end I have developed a list of resources that I have available for sharing, and I would welcome an exchange.

Thank you for your time. I wish you luck in your marketing endeavors. I would be very happy to answer any questions you might have.

## **Strategic Marketing Planning for Communities**

### **Resource List**

**Videotape series** from pilot conference on Strategic Marketing Planning for Communities. Includes two case studies.

**Bibliography** on Strategic Marketing Planning for Communities.

**Slide/tape** set illustrating how one community did an effective job of resending local resources.

**Assessment instrument** on whether or not a community has a marketing orientation. This is useful for developing an interest in the need for community marketing.

Contact: Sue Sadowske, Marketing Specialist, Recreation Resources Center, University of Wisconsin Extension, 602 State Street, Madison, WI 53703. Phone (608) 263-4987.



## **MINNESOTA EXTENSION'S TOURISM BROCHURE CRITIQUE SERVICE**

**Don Breneman  
Extension Communication Specialist  
Minnesota Extension Service**

The Minnesota Extension Service has offered a brochure critique service to tourism businesses and other small businesses for the past 5 years. This program provides the small business owner a critical review of his promotional brochure by a communication professional.

The program is offered by Extension's Small Business Development Center and is financed through an agreement with the Small Business Administration. The critique costs the business owner nothing.

To have a brochure critiqued, the small business owner contacts Bud Crewdson, Minnesota Extension Service, 248 Classroom Office Building, University of Minnesota, St. Paul, MN 55108. Bud sends the business owner a copy of the SBA Request for Counseling form and a questionnaire about their brochure and marketing strategy. The business owner fills out the forms and sends them back to Bud along with two copies of the brochure. Bud then passes the questionnaire and the brochure to a communication professional for the critique. When the critique is completed, Bud sends a copy to the business owner. Crewdson files one copy of the brochure, the critique and questionnaire. He bills the SBA for the services of the communication professional.

Most brochure critiques take about 2 hours. The communication professional receives \$25.00 per hour for the service.

The critique consists of a two or three page written analysis of the brochure examining both content and graphic design. The information contained in the survey tells the communication professional what the budget, printing volume, and marketing objectives are for the business. The critique tries to offer constructive criticism and suggestions that fit within the businesses marketing budget.

We began trying to have members of the extension communication staff write the critiques as part of their regular work load but the volume of requests made that impossible. During the first year we received over 100 requests for brochure critiques. The communication unit has a pool of freelance writers and editors that are used for overload and special projects. It was decided to use that freelance pool to do the brochure critiques.

Using freelancers has worked very well. The critiques are simple, discrete projects that the freelancers can easily work into other work schedules. Using freelancers has provided a pool of people that can easily be increased or decreased to meet the work

load. Extension tries to maintain a 4-week turnaround from the time the brochure is received until it is returned to the business owner.

Business owners find out about the critique service when they attend small business development workshops, tourism seminars, and other meetings that extension sponsors. In addition it has been announced in Tourist Travel Notes, a periodical that Minnesota Extension sends out to the tourism industry and the address is also printed in a publication that extension has on brochure development.

The critique service has received high praise from businesses that have had their brochures critiqued. Several have sent in their brochures for the second or third time. This service is also very popular; the Small Business Development Center has completed 370 critiques to date as of June 1, 1989.

## **DEVELOPING AND WORKING WITH TOURISM TRADE GROUPS**

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Tourism trade groups, those business organizations of tourism firms which have banded together for various mutually recognized operational, educational and/or economic reasons, are often central to the tourist industry. They may be composed of firms that are all of one type, firms which are closely related in business character, in geographic proximity, in relationship to a particular attraction, or for many other justifiable and functional reasons. Their single-most consistently shared characteristics are their involvement in the tourist industry and their identification of reasons to benefit by organizing in some way. Otherwise, they may come together for differing reasons.

These collected groups of businesses, civic leaders, and other entities, are important to our objectives in extension education and to the tourism industry for several reasons. Businesses which associate together may learn of new operating procedures, equipment, sales and service practices, and other useful things through their shared communication at conferences, and in similar settings. In many organizations, educational programs, business problem solution efforts and such activities are a direct result of their planned agendas. Often, they become involved in lobbying efforts to improve conditions for their businesses via direct changes in state or national legislation or, at the least, in improved legislator attitudes. One tourism trade group executive, when asked for the greatest benefit from organizing, said: "we have a group insurance package, we've improved our businesses and technology, we have more pride in our industry and, maybe most of all, we now have political clout."

For our purposes, as extension educators, one obvious benefit in dealing with an association, is that communication to an audience of business people assembled in one room is much easier, more efficient, and, occasionally, more effective than traveling door to door. Other advantages in working with a trade group are that we may be able to have a much wider program impact in a state or regional effort because of the group's dispersed character.

We encounter both established trade groups and businesses and leaders who might benefit from organization into a trade group. Both groups must be considered. We will emphasize, however, the process of developing and working with new groups today since many elements of our activities with them will also apply to working with established trade groups. First, a few identifying features of established trade groups.

## **Established Trade Groups**

These groups, whether they are national, regional, or local in scope, will generally exhibit certain similarities. They already have a viable program, presumably, and a membership. Usually they have an established program purpose and it is often well identified or exemplified in a logo or other written form. Further, they will have some sort of operational character and some membership structure, dues structure or other procedure to identify participants. Finally, the organization will have some sort of "self-identity" which may not be readily evident and which may not coincide very exactly with their stated purpose. Often the self-identity within such a group varies among its members and, additionally, between the membership at large and the officers and/or principal leadership.

How you work with such groups often depends on their role and activities as they relate to your objectives or plan of work. Sometimes you may wish only to establish a working level of communication useful to conducting occasional program(s) of mutual interest. Other times it may be useful to become closely involved with their program in an attempt to provide them with educational services. Or, it may be useful to work through them while, in fact, you are achieving other less obvious purposes of improved service to recreating publics through the groups' activities.

Whenever you work with such an established organization it is important to keep in mind:

- a) your role is education, not membership in groups for the sake of membership;
- b) you have primary clientele (recreation business people, local/regional/other leaders) whose economic and social needs should be remembered; and
- c) the ultimate recipients of your educational efforts are the recreating publics as well as the primary clientele.

While educational contributions to an existing trade group may improve their operating function, profitability, delivery of member services, or other aspect, we should not lose sight of the linkage between a business's economic success and its capacity to deliver a quality recreation opportunity. When we forget this relationship, we deny our most fundamental educational mandate in service to the people.

## **Organization of Trade Groups**

Business members of trade groups may enjoy varied benefits or they may become affiliated for only one primary purpose. Sometimes businesses may wish to band together to solve a singular problem or to combat an action conflicting with their local interests. They may, in fact, come together, organize, and develop a legally incorporated charter with a justifiable intent of staying together only long enough to deal with one issue or problem. Typically, however, trade groups are organized to serve longer term and broadly useful objectives. Also, their objectives will most often relate to issues or business activities which, to them, most evidently serve their economic needs. Greatest benefits

to such organizations are usually recognized if their operation is thought out carefully in advance and designed with levels of flexibility and multiple rewards in mind.

You may be involved in provision of educational programs for business people who have already begun to think through the process of organization and association function, however, it is usually easiest to initiate programs with a group who have not become "set" in their organizational thinking. This provides you with the opportunity to think through their objectives, how to go about organization of the trade group, how they will function, what kind of membership structure is in order, and many other matters with them rather than to have to change their functional arrangements "after the fact."

In either circumstance, first tasks will involve establishing a good working relationship and identification of the factors which will contribute to the group's successful organization and continued operation. This usually includes your consideration of factors necessary to their basic economic viability, as well.

Establishing good communications with business people who might benefit from membership in a tourism trade group is little different from other groups. Whether you have great knowledge of their particular component of the industry or not, they will be less concerned with your expertise if you have not engendered rapport and a sense of empathy with their needs. In other words, while they want to be sure your expertise is accurate, they will be concerned first, that you care sincerely about their needs. Additionally, a relationship based on respect, trust in your efforts, and professionalism in your actions will go far to generate good attention.

A wide range of conditions may affect the process of organizing a tourism trade group. Careful identification of the conditions which might justify a trade group and the factors involved in its successful operation should be made, if possible well in advance of the first efforts by the clientele involved.

Identification of the factors related to successful organization may be both generic in character and/or specific to a particular business group. The following sub-topics should be considered in preparation for organizing the group:

1. Are there one or more really compelling reasons for organization of this group? If the reasons you feel the group should be organized aren't readily identifiable to the prospective group members, you will have a correspondingly difficult task in explaining and in justifying your effort.
2. Identify the numbers -- of businesses, affiliated businesses, and related individuals -- probable! Are there enough prospective members to worthwhile and to support a trade group?
3. Identify their locations with respect to each other. Geographic distances between members can be a real barrier to working together readily and, also, because business operations differ over large areas.

4. Is there probable operational feasibility? This is difficult to determine sometimes and involves careful scrutiny of the factors likely to be involved for the particular group. Think ahead about the kinds of operating costs which may be encountered for an office, personnel, primary program actions, taxes (if any), liability and other insurance, etc.

When you have thought through the primary elements involved in organizing the group it is often a good idea to "dry run" your thinking with someone whose judgement you respect and whose discretion can be assured. Almost certainly, you will uncover new concerns or ideas with someone else's help.

Eventually, the group must be brought together (if they haven't already formed in some fashion). Finding the right way to bring them together is sometimes critical to organizational success. In other instances, they are so intent on getting together or your reasons are so compelling, that the process is very straight forward.

There are several ways to approach initial announcement, explanation and motivation to organize, however. The most obvious, and frequently used, is to call an identified "organization" meeting. Such a meeting is usually described in a letter of invitation by purpose, meeting agenda, personalities involved (and offering credibility), and time, date, and location.

Strong leadership credibility identified with the effort can be very useful at this point. Also, a good "mix" of participants is generally helpful. If the initial group which comes together is very narrow in their interests, the first steps toward organization may be correspondingly limited in scope. Other elements which may be useful to identify in conjunction with the meeting's preparation are economic, governmental, or physical motivants. Finally, the meeting should be held on "neutral" turf and legitimate reasons to cooperate should be readily evident.

Other techniques for bringing a group of interested business people together might include: a) organization of a small "issue" exploratory committee or research committee, or b) organization of a study tour program. The issues exploratory committee or research committee is usually involved in study of one or more questions directly pertinent to whether or not to organize and, if so, how to organize. The study tour procedure may hold other educational benefits separate from formation of the trade group. It is a technique which can be used to demonstrate the utility of forming an organization, however, by visiting other existing and successfully functioning tourism trade group settings.

The first meeting to consider formation of a trade group requires very careful advance planning. It is important to clearly identify not only the reasons to organize, but also the reasons some people will resist or object to an organization. Often, people object to organizations because of their prospective loss of some power or stature or because they resent change from the status quo. Be alert, too, for valid and worthwhile objections or useful differing opinions. Invalid reasons will normally be recognized by the meeting participants, but strong opinions of objection can turn an otherwise well conceived program around and toward failure.

Enlisting good leaders to run the meeting is also very important. They should have a clear understanding of the benefits entailed in the effort and some well defined and realistic goals for the first meeting's agenda. They should also be leaders who can speak well before an audience or appropriately in the setting devised and who do not doubt the fundamental worth of the effort. Extension personnel are more appropriately involved in an educational/resource role in virtually every example of such a first meeting.

Some possible results of the first organizational meeting might include:

- a) identification and/or substantiation of primary operational objectives of the trade group;
- b) identification of prospective benefits to participants;
- c) identification of difficult tasks/hurdles to overcome;
- d) appointment/election of a steering committee;
- e) assignment of initial tasks for the steering committee;
- f) preparation of a news release (if appropriate); and
- g) tentative naming of the group.

Ordinarily, when there is reasonable assurance that the group is on its way to reality, the steering committee will begin to identify next tasks. They may include appointment of small sub-committees to draft articles of incorporation and by laws. The articles of incorporation provide for formal naming and legalization of the group within state laws and the by laws set out the form of operational structure, identify types of officers, membership structure, dues (if any), and all the other related topics necessary to regular and sustained function of the organization.

Several difficult hurdles ordinarily must be crossed in forming a new organization. Foremost in these is determination of how the organization will support itself economically. When a program of work has been outlined, probable costs can begin to be determined. At this point the board of directors or governing body must be firm. If a membership suitable to sustain an office, an executive director, an advertising/promotion program or lobbying or other activities is to bear costs, a clear, substantive program to meet these costs must be outlined and approved by the membership. Equality, responsibility, and sound feasibility are keywords in this process.

The governing body should be established with clear, firm authorities and responsibilities and these conditions must be supported by the membership. Furthermore, the governing body must allow for the induction and training of new members. People become possessive about their titles or offices in such organizations, others get tired, still others come to assume nobody else can do the job as well as they. A fair, consistent procedure for the regular change of officers, committee heads, and other personnel must be established which will support the long-term needs and adjustments which will occur.

## Working With Trade Groups

Much of the effectiveness of any tourism trade group depends upon the cooperation and work of the individuals and businesses involved. Identifying and involving individuals who are sincerely interested in the group's success, in working together with others, and who are willing to consider personal priorities in the context of the overall organization's achievements will be important initially and even after the group has developed much experience. In this sense, tourism trade groups are very similar to other community organizations. A knowledge of group dynamics may be your most important tool. It is usually helpful, for instance to identify the values of cooperation, the necessity of selflessness, and the utility of the ultimate objectives.

Often, agents, advisors, and specialists who are concerned that they really know very little about the business of a particular group wishing to organize approach the process reluctantly. Few extension educators can be expected to be knowledgeable of every business group which may approach them, however. The marina business is drastically differently from a campground operation or from regional promotion groups (which may involve many differing kinds of businesses), for example. While it is useful to gradually develop a familiarity with the businesses in order to be most helpful in guiding their functional decision-making, at the outset the most vital knowledge is of group process, not of all the businesses' characteristics.

When working with a group involving businesses new to the extension educator, a good procedure is to adopt a facilitative attitude toward the group (along with a sincere interest in their success). Asking the right questions about their problems, their needs to improve business, how banding together might be useful to problem solution and how they think such an organization might function can often help them to think through the task. At the same time, the facilitator becomes familiar with the individuals involved, the organizational options and prospective problems confronting the process and can begin to perceive the best steps to follow.

As the process moves along, it is almost always helpful to begin learning more about characteristics of the business types. The facilitator should study examples of both very good businesses as well as those having more obvious problems, but should probably not concentrate on characteristics of individual firms until some considerable competency is assured. A good procedure in many cases is to visit other localities where similar tourism trade groups are functioning with more advanced experience. Their setting and operational characteristics will certainly differ to some extent, but, correspondingly, an astute observer will learn from the experience.

Every organization gradually moves through different levels of awareness and operational maturity. They identify objectives or goals of importance, adjust them due to original inaccuracies or changing character of the organization and/or conditions affecting them and develop new objectives. They find strong leaders who carry them through early periods of tentativeness, they flounder along while having difficulties with particular problems, and they enjoy periods of great success -- or they fail. There are many actions the wise agent/advisor or facilitator can employ to help the group.

First, it is helpful to recognize the process will probably go through some stages involving:

a) Inception of the idea

The idea(s) may be presented to them or perceived by business people. The more completely they perceive it as "their own" the more readily they will adopt it.

b) Legitimization

The more clearly the idea(s) are presented and the more compelling the reason for organizing, the more readily will be the legitimization.

c) Setting a plan of action or program

At this point a steering committee is usually of great value. Some small working committee has to get big jobs done which will be accepted by all.

d) Electing officers-commencing work

This is sometimes a traumatic period. New officers will need help in every step of action from democratic process and rules of order in meetings to being reminded (tactfully) of their responsibility to all and, especially, in particular program actions.

Often leadership training can be the most important job of an extension educator during this period while a clear vision of "the big picture" (where the group needs to be going) must be kept in mind. Leaders should be encouraged to react to members with fairness and consistency while working to achieve the purposes of the organization. Leaders need, also, to understand many people's personalities are established and their business goals have been set in terms of very personal needs heretofore. They must work with people rather than on them. Finally, both educators and leaders need to remember a person joins a group to meet one or more basic needs. Consequently, seeing the relationship between achieving group objectives and the needs of members becomes a fundamental part of the organization's actions.

Another procedure which is helpful in working with tourism trade groups, new or established, is to gather information the group needs about themselves and which may be helpful in directing their programs. In many cases, research of the businesses or their customers or some other problem/issue involving them can be performed in order to advise on program developments from advertising and promotion to installation of new business practices or changes in the group's operation.

Following are three different examples of tourism trade groups which exemplify variations in their business membership type, organizational procedure, operation, achievements, and other characteristics. All are from one state, Kentucky, and all have been successful in their activities, but in quite differing ways.

The Kentucky Marina Association.

This association is composed entirely of one business type, marinas (and boat docks). The diversities among operations in size, types of boating customers (sail boaters, house boaters, fishing customers, etc.), geo-physical characteristics of lakes or rivers on which

they are located, however, is wide. Still, they share many concerns and group objectives which bring them together.

The KMA was formed as a result of a felt need to deal with politically related business and economic-technical problems. First, a series of three meetings were held at central locations with two extension area specialists helping to facilitate the process. Their eventual formation as a formal organization was reached soon thereafter.

The KMA now employs a part-time executive director, conducts a very successful business and education oriented annual conference, regular board of directors meetings, works broadly to improve their members' business procedures, deals with government and other industry related matters of concern, and conducts some advertising and other programs. This trade group, also, has participated in and supported, perhaps uniquely, a self-study type of member research program since 1975. By such participation they have learned much about pricing, equipment costs, group insurance benefits, and much more. During 1988 they supported a marina industry market analysis, probably the first of its type.

#### Kentucky's Western Waterland.

This organization is geographically oriented around the two large man-made reservoirs, Kentucky Lake and Lake Barkley. Thus, their membership includes many types of tourist businesses and tourist industry supporting businesses in the Kentucky Lake-Lake Barkley area of western Kentucky. Also, they operate on a regional basis and have a more complex structure giving rise to their individual business objectives, and the representative task of the organization. Initial organization of KWW was effected by a study tour procedure. Several area leaders visited another tourism region in an adjoining state (Knoxville and the Gatlinburg-Great Smoky Mountains area) to study procedures for operation of a tourist region. Upon their return, their enthusiasm was spread by a meeting and individual discussions and a bus trip was organized for tourism business people from throughout eight counties. Following this trip, the trade group was initiated through a meeting at a state park in the region. Again, extension educators were involved. The three specialists primarily involved provided information on the west Tennessee area first visited, helped in many steps of organization and conducted educational programs about tourism development procedures.

The KWW also employs an executive director, other staff and maintains an office. Additionally, they conduct an important advertising program, are involved in regional and state level issues and provide diverse member services.

#### The Southern Kentucky Tourism Development Association.

This 27-county organization was formed through the actions of an initial group of people from throughout an economically depressed, but resource-rich area. Its formalization was achieved through a major meeting following suggestions by a study type steering committee. An important and different element of this program arose, however, when a United States congressman, the Honorable Harold Rogers, took a direct interest in the tourism development potential of the area as a viable way to implement rural economic development. The congressman initiated meetings, helped to lead them, lended

encouraging support to local and area leaders and, essentially, inspired local people to see new opportunity. An important additional action involved working with local persons to find funds for a baseline resource analysis and program development research effort. This study (Midwest Research Institute) provided direction on the region's organization, business development potential, and prospective future marketing.

The organization, which has operated less than two years, is run on a day-to-day basis by an executive board and on an annual basis by a larger 42-person board representing each of the 27 counties and related tourism interested organizations previously existing within the larger region. Here again, its conception and formation was supported by a state extension specialist and continuing educational assistance is provided by the state specialist and a regional tourism development specialist employed in the 27 county region.

In the case of the SKTDA, a study tour was taken after its formation to study tourist business and community development procedures which might apply in the region's communities, lakes and other resource areas. Notably, a number of new businesses have been initiated and existing projects boosted from the Cumberland Gap area to Lake Cumberland, Renfro Valley and elsewhere throughout the region. Feasibility for employment of an executive director and other staff or operation of an office has not been demonstrated at this time, but the organization's accomplishments throughout the region have been exemplary.

Many techniques for tourism trade group organization and operation exist. No one procedure is correct for every situation. A sensing of the vital factors which may spell success or failure to formation of the group is important. But probably most important is not what kind of group or organization is formed, but what is accomplished to benefit the businesses and their tourist and recreating clientele.

## **AG-TOURISM -- HOW TO GET IT STARTED IN YOUR STATE**

**Harriett Moyer, Professor  
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### **Background**

Agriculture and tourism are two of the most important industries in Wisconsin, yet there was little communication between these two giants in the state three years ago. The leaders of these industries did not know each other nor did they perceive any commonalities or mutual interests. There are however, important commonalities. Both are seasonal in nature, dependent upon the weather, and based on a quality natural resource base of water, soil, and clean air. Both farming and tourism operations are still predominantly family-run businesses. Wisconsin agricultural interests were concerned with the financial condition of many farm operations; tourism interests pushed for expansion and worried about the small resorts, private campgrounds, and family-operated restaurants. Thus, good marketing was growing in importance to both industries.

There is an interesting interdependency between the industries. About 1/3 of all tourism dollars is spent on food and, conversely, much recreation is carried out on the private lands of the farmers. Further, there was already a set of successful businesses and community events which were relatively unorganized but clearly crossing both agriculture and tourism. These included vacation farms, farmstead bed and breakfast operations, sales of produce to tourists at roadside stands, community festivals based on such agricultural products as the apple or sweet corn, the county fairs, and the international World Dairy Exposition held each year in Madison, Wisconsin.

The time appeared to be right for encouraging these two industries to work together more closely. There was no research base on ag-tourism specific to Wisconsin but there was work available from Michigan and California. Further, there were scattered examples of successful ag-tourism advertising and promotion in Wisconsin.

### **Approach**

Given the situation, it appeared that a state conference for both agriculture and tourism leaders might be viable. It could be geared towards educating each industry about the other and exploring commonalities and mutual concerns. An outline encompassing major objectives and suggested topics was produced. This outline was thoroughly discussed with colleagues and administrators because such a program was going to involve two key sets of leaders in the state. Internal support for the idea was strong, so a round of individual appointments with a cross section from each set of leaders plus pertinent government agency heads was made. The ideas were presented to these leaders and modified according to their suggestions.

A conference planning committee with representation from the major tourism and agricultural associations, plus government agencies and the University, was appointed. This committee worked together for approximately nine months. This time-line permitted the committee members not only to bring in the ideas from their groups but also build support for the conference. The first ag-tourism conference was held January 13-14, 1987.

Educational Process. The educational process began from the time this specialist started building support for the concept within the University and among the state's leaders of the two industries. Discussions with these leaders covered aspects of the following: (1) the commonalities of the two industries, (2) the interdependencies, (3) the policies and problems which were of interest to both industries, (4) advantages of cooperation across the industries, (5) examples of on-going ag-tourism enterprises in the state, (6) information on what was happening with ag-tourism in other states, (7) potential and ideas for ag-tourism in Wisconsin, and (8) a definition of ag-tourism.

Ag-tourism was defined as involving (1) the use and development of agriculturally related events and facilities to attract tourists, and (2) the sale of agricultural products to tourists who are visiting an area primarily for other purposes such as entertainment, vacations, or other reasons. Components include: (1) farm markets, (2) U-Picks, (3) festivals, (4) farm vacations/B&B's, (5) wineries/dairies, (6) food processing plants, (7) fish-commercial, aquaculture, (8) forestry: silvaculture, logging, wood products, (9) specialty food products/restaurants, (10) agriculture history, (11) recreational use of private agricultural lands, e.g., hunting, cross country skiing.

The same concepts and topics were discussed once the conference planning committee was chosen and started its task for organizing the conference. The fifteen members of this committee who were carefully selected to represent wide cross-sections of both the tourism and agriculture industries in the state carried the discussions, concepts, and topics back to their associations and groups. This interaction with their own groups was also an educational force for the ag-tourism idea.

Topics at the actual conference were chosen to represent a balance among policy issues, practical experience, and pertinent research from the University. Environmental and promotion issues received equitable time at the conference. Speakers were drawn from the ranks of ag-tourism enterprises, government agencies, and university professors, The Dean of the College of Agriculture, the head of the State Department of Agriculture and Consumer Protection, and the director of the State Division of Tourism had equal time on the program to present their overviews and concepts about ag-tourism. Even the banquet at this conference featured all Wisconsin foods and became a highlight as well as an educational experience.

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<sup>1</sup> This list was developed by Edward Mahoney, Department of Park and Recreation Resources, Michigan State University.

## **Results**

The conference was attended by an excellent cross section of 85 leaders from both industries. The head of the processed meats association met a key promotion person from the Division of Tourism, and they discussed the possibilities of promoting brats to tourists. The head of a farm association had an informal and friendly chat about farmers' concerns with the government agency head who deals with hunting regulations. The restaurant association head laid out some of his concerns about packaging regulations to the State Department of Agriculture representative. These types of informal interchanges went on throughout the conference. In addition, the conference seminars were designed to present issues and then encourage discussion by the participants. Feedback from the conference was extremely positive. Further, the comments frequently came back that the participant had met a whole new group of people who could be helpful with industry problems.

Two years after the conference, the following results can be documented in state government, university, and industry activities.

### **State Government**

1. Agriculture is now considered a full partner of tourism. Ag-Tourism topics appear on the program of the Governor's annual state conference on tourism.
2. The State Department of Agriculture sends displays and its people to the tourism conferences.
3. Division of Tourism sends people and displays to the World Dairy Expo.
4. The State Department of Agriculture has appointed a new marketing specialist to deal with ag-tourism. New brochures have been produced on farm markets, festivals, and promotion of Wisconsin food to restaurants.
5. Plans are underway for a governor's state task force on ag-tourism.
6. Plans are being developed by the Department of Agriculture to sell Wisconsin cheese at the tourism information centers.

### **The University**

1. A line of research on direct marketing is underway. The study will investigate aspects of U-Picks, Farmers' Markets, and roadside stands. One element of the study will focus on tourism in relation to direct marketing outlets.
2. Extension's Recreation Resources Center continues to support programming and education efforts on ag tourism in the state.

## **The Industries**

1. Festivals based on ag products are growing in size and number throughout the state.
2. Tourism associations support ag-tourism events and programs.
3. Food fairs are being held by both communities and resorts.
4. Restaurants are featuring Wisconsin-produced foods on their menus.

## **Conclusion**

The ag tourism concept in Wisconsin appears to have been accepted by government and industry leaders. Those involved in Wisconsin's ag-tourism are a diverse group of people who are not formally organized. However, they now have some focused activities and their contacts within agriculture, tourism, and pertinent government agencies are widening. Cooperation and understanding across government agencies have increased. The next formal educational activities will be based upon a needs assessment which may be the featured work of the planned for Governor's Task Force on ag-tourism.

## **RURAL, INDUSTRIAL TOURISM**

**Larry Simonson  
Extension Specialist, Tourist Services  
Tourism Center, University of Minnesota**

Industrial Plant Tours: Important tourism attractions (The basis for this report is a graduate dissertation completed by the author, Larry Simonson. The data was gathered in 1971, but the concept is still applicable.)

The quantity and quality of the attractions of a community to a great extent determine both the volume and make-up of visitation and thus affect the economic and social returns to that community. In the past most attractions were thought to be a product of chance -- a community was either naturally blessed with them or deprived. Examination of tourism's recreational development in America shows that trends are more and more toward the concept of deliberate attraction development -- building with the stuff at hand. Attractions are specific entities, subject to manipulation, that provide a reason for visitors to come or give pause to the visitor to stay longer in the host community. Visitor time spent in a community, regardless of the underlying purpose, stimulates the sale of hospitality services and consequently the economy.

The community attraction base does not stand alone, however, but is part rather of a larger system. In simplest terms, this system can be described on the one hand as a supply complex consisting of reasons for people to come (travel attractors) and services and facilities to serve them, and on the other hand as a market of prospective visitors with linkages between supply and market consisting of two-way information flows and transportation networks. Traditionally, typical descriptions of attractions would list items such as woods, waters, wildlife, mountains, and historic sites. Other items than these are now emerging as significant travel-attractors items such as community festivals and events, theme parks, and interpretative centers and industrial tours. Visitors' interest in the latter seems to indicate a growing desire on the part of visitors to gain understanding of the world about them and their heritage as a nation -- not just to be entertained or amused but rather to gain knowledge in a leisure time frame. More and more it becomes difficult to cleanly separate education from recreation.

Examination of a community attraction base may often overlook items of potential visitor appeal. What is commonplace to localities may be a unique and appealing cultural or natural resource to visitors. How we work and make our livings in a community may be a uniquely fascinating story if properly presented to visitors. Interpreting our economy through the medium of plant tours is one approach for telling this story.

## **Plant Tours as Visitor Attractions**

It is estimated that over 100 Minnesota firms have an "open door" policy that permits visitors to tour their facilities through some form of industrial plant tour. Many of these are highly organized, systematically scheduled, and professionally accomplished. Others may be less formal and geared to accommodate groups on an intermittent basis. A similar pattern holds true nationally for the approximately 5,000 firms that offer plant tours. It is estimated that nearly one million visitors annually enjoy one or more plant tours in Minnesota. Other forms of industrial observation are also popular visitor attractions such as iron mining observation points along the Mesabi range in northeast Minnesota. Collectively, these add up to a significant form of visitor attractions. Aside from attracting visitors during tourism seasons, plant tours often perform a useful function by permitting organized school and other groups to tour. In fact, about 45 percent of the annual plant visits are by school groups in Minnesota. In the increasingly service oriented society in which we live this may be a valuable experience as fewer and fewer of our young people may ever work behind the brick and mortar of industrial production. In at least some way plant tours can give these participants of our economy some interpretation and insight into the role of industry in the total society.

## **Promotion and Advertising of Plant Tours**

A person who is interested in visiting industrial plants may have difficulty in finding out what and when tours are offered. Some state tourism departments publish lists which give plant tour information. Other state tourism publications often include plant tours in attraction listings but only about one third give plant tours status equal to historic or scenic places. Chambers of Commerce in larger cities such as Minneapolis have published lists and current information about plant visits.

One of the problems faced by plant tour promoters is the difficulty of keeping information up to date as firms offering tours often change company policy toward tours. This was identified as a vexing problem for the U.S. Travel and Tourism Administration (formerly the U.S. Travel Service) who maintained national lists of plant tours at one time to encourage international visitors to the U.S.

In at least one instance Twin Cities plant tour managers banded together for tour management improvement and promotion concerns. The Minnesota Office of Tourism has at times promoted plant tours. Firms vary greatly in how they specifically promote their tour. Some use billboards or mass media, others depend on dealer referrals, and at least one third do not specifically promote.

Aside from the varied ways that tours are promoted, one third of Minnesota tour visitors reported that word of mouth from friends, relatives or plant employees was the most important way that they "discovered" the tour -- almost twice as many as those reporting tourist information or mass media sources. This indicated that the best way for a tour to become known to prospective visitors is to acquaint local people with the tour and they, in turn, report it to others. The most common weakness of plant tour promotion appears

to be a lack of recognition of such tours and failure to accord them status as attractions among equals with historic, scenic, or natural recreation resources, and yet, visitors do enjoy tours, get a great deal out of them, and in large numbers, participate in them. How visitors responded to Minnesota plant tours.

The response of visitors to questions about a tour just visited suggests generally favorable reaction. More than one half of the summer tour visitors indicated that the tour they had just taken had influenced them to come to that community and one out of six reported that the tour was a major reason for their visit. Of those visitors who stayed overnight in the community about one third stayed with friends or relatives, more than 26 percent stayed at motels and the rest used resorts, campgrounds, or other accommodations. Tours located outside metropolitan areas most often had visitors staying in commercial accommodations while metro area tours saw higher percentages staying with friends and relatives. Over one half of the total visitors came from outside the local area. During the spring of the year, school groups make up a large share of total visitors.

Tour visitors reported that they enjoyed the tour experience. One third could not isolate specific portions of tours reporting instead that they enjoyed the entire tour; others mentioned specific actions or processes; still others signified that refreshments offered were the most enjoyable part of the tour.

Although sometimes unavoidable, visitors objected to excessive noise, strong odors, camera restrictions, poor communications with the guide, and other distractions. This suggests that tours should be planned to avoid these items where possible and should be prepared to deliver the best possible communications. Tours should also be kept to reasonable length (one hour or less according to visitors) and avoid excessive stairways and long walks between stops.

Tour visitors were characterized by being for the most part from working age categories. On the average they are better educated and higher income people than the population as a whole. Nearly two thirds of them came from professional, skilled, or managerial positions. Tour managers can expect to host nearly an even number of males to females.

Averaged over a number of tours and on an annual basis it is probable that tour visitors will approximate the overall visitors to the state by point of origin. About one half may be expected from Minnesota, just over one fourth from the Upper Midwest, about one fifth from all other states, and about 2 percent from foreign countries.

#### Industrial tours as tour managers view them

Plant tours are offered by a wide range of enterprise in size and product diversity as well as distributed over most of the state. About one half of all Minnesota tours are found in the metropolitan Twin City area. Tours offered vary from those that have a direct sales appeal to customers to those that have no direct sales appeal; for example, breweries in contrast to taconite ore processing. Most tours were not planned for in plant development but rather added later. Several tour managers suggested their tour could have been enhanced by advance planning. Advance planning should consider visitor

safety, reduction of production interference, ease of communication between visitor and guide, tour beginning location and the aesthetics of the areas to be viewed.

Tours of Minnesota plants have been offered for varying lengths of time. The largest number, 24, have been in place for 10 to 19 years while at least six have been offered for 40 or more years. Most tour managers felt their tour should continue and/or expand. For those who planned to discontinue their tour problems with liability and OSHA regulations were indicated as the cause.

About one half of all tours do not restrict the use of a camera on the tour. Some restrict cameras in parts of the tour and others forbid cameras completely.

Eighteen percent of the firms sell items produced in their plant or other products directly to visitors. These were usually sold in gift shops or company stores. Most tours offered visitors publications about their product or representative gifts.

Tours generally require visitors to reserve space prior to taking the tour. Many require one day reservations but a few prefer a week or longer. Almost all tours also do not permit youth below certain ages (12 or 16 years most often) to take the tour for safety reasons. More than one third of all tours have guides available with one or more foreign languages. Most of these were not formal tour guides but rather drawn from the employee ranks as needed.

Almost two thirds of all tours employed visual aids to strengthen or reinforce the tour observations. Models, posters, special product displays, etc., were used.

Most firms recognize that the tour program has associated costs. Tour managers reported these costs to be, in about one fourth of all cases, very small -- estimated at less than \$100 per year. In contrast, a few spend in excess of \$25,000 annually on their tour program. The major returns received by firms for offering tours was a sense of building community and public relations; a secondary return was corporate or product advertising value.

The nature of the tour experienced was viewed by those managing tours to be primarily educational and secondarily, entertaining. Visitors also felt that the tour was educational and entertaining, but also suggested it had strong recreational aspects.

### **Conclusion**

With over 820,000 visitors a year in Minnesota (1971), industrial plant tours are a significant cultural attraction. They are not promoted in proportion to their appeal. They have potential for further development in many communities with industrial plants or processes. They serve primarily to expand the range of things to see and do for visitors -- enhancing the entire experience by interpreting an industrial process or service.

Well thought out and planned tours can give the host firm a powerful public relations tool and for some products, an effective product promotion method. Part of the trade off for these advantages are the associated costs of offering tours.

Expansion of the concept of industrial interpretation suggests that plant tours can be a form of "feeder system" to larger interpretative centers such as the Ironworld and Forest History Center of Chisholm and Grand Rapids, Minnesota, respectively. Both of these facilities interpret the role of resources and mankind and how they came together to help build a society and an economy. Industrial plant tours are a part of that story.

**RURAL AND COMMUNITY TOURISM DEVELOPMENT:  
A MARKET INFORMATION SYSTEM DEMONSTRATION PROJECT**

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Community tourism development has received new emphasis as an initiative of the Texas Agricultural Extension Service (TAEX). With the woes of the Texas economy has come renewed interest in tourism for economic diversification and stability. Tourism is seen by many state leaders as an economic development activity that can produce relatively high short term results. Texas communities have likewise recognized an opportunity worthy of their attention. The Texas Tourism and Recreation Information Program (TTRIP) at Texas A&M University was developed out of this high level interest in tourism. TTRIP is a cooperative initiative of the research, teaching, and extension functions of the Department of Recreation and Parks, Texas A&M University. The purpose of this paper is to describe one way in which TTRIP has responded to a need of communities in Texas to more effectively plan and evaluate local tourism initiatives.

In the early development of TTRIP, a conceptual model was developed to depict the way in which tourism educational and research needs would be addressed. Figure 1 shows this model. The important point to make in viewing the model is that it is driven by clientele (identifiable segments/groups of the tourism industry) needs. Since 1986, TTRIP has employed the group consensus building and interactive Nominal Group Technique (NGT) to articulate and prioritize needs of selected industry collectivities.

The use of NGT has been extremely beneficial to both clientele and TTRIP in helping to focus on specific areas of common concern.

The NGT workshops typically take two days and the composition of groups has varied greatly although all have had an interest in tourism. Despite the differences between groups and the diversity within some of the groups, the need for market information consistently emerged as a high priority information need. Figure 2 illustrates categories of information needs and their relative priority for six of the NGT workshops conducted over a two-year period. The NGT process is more completely described in the 1988 proceedings of the Travel and Tourism Research association (Watt, Var & Stribling 1988).

Through the NGT workshops and other interactions with community leaders, communities were found lacking in reliable information about their markets. Recognizing the need for more adequate and appropriate market information among the various tourism clientele

groups led to the Fredericksburg tourism market information project described, in part, in this paper. It should be noted that the project is not projected for completion until the end of July, 1989. Even with the projected completion date TTRIP recognizes there will be a continuing need to monitor and adapt as the system is implemented locally. The purpose here is to describe the process used to initiate the project and to report some of the more important preliminary findings.

### **A Market Information System Demonstration**

Fredericksburg is a community of approximately 7,000 population located in the Texas hill country. It is recognized as one of Texas' premier small community tourism examples. Located approximately 75 miles north of San Antonio, Fredericksburg has capitalized on their German culture and the hill country location of the town in proximity to two major metropolitan centers. Fredericksburg tourism leaders were interested in the idea of creating an information system that would monitor visitors to Fredericksburg throughout the year.

The conceptual framework for the system was developed as a class project by Dr. Daniel Fesenmaier with collaboration from TAEX (Fesenmaier, 1988). Figure 3 illustrates the conceptual basis of the information systems. Important in this figure is the prominence of the community's goals and objectives in collecting and reporting information.

### **Fredericksburg Goals and Objectives**

Communities interested in tourism development should formulate community-wide specific goals and objectives. The fact that tourism is comprised of many different segments of the community makes the process of goals development a somewhat complex task. A cross section of leadership representing economic and social interests beyond the immediate tourism leadership should be involved. This paper is not written to address this issue but in the process of formulating goals in Fredericksburg, the views of the larger economic and social community as they relate to tourism growth emerged.

The question of an optimum level of tourism development and focusing on "desirable" tourism markets and fewer numbers were discussed. Again, the NGT process was used to facilitate the process of information needs identification and goals development. It was clear that Fredericksburg tourism leaders wanted to expand the economic base of the city. This was a primary goal of their tourism program. A second goal or concern expressed by leaders related to the social impact of tourism development on the community.

It was concluded that while economic (tourism) development is important, continuance of the "small town" character of Fredericksburg was vital to the community and should not be sacrificed to unbridled tourism development. To this end, the leaders recognized that the town probably had sufficient "numbers" of tourists and that attention should focus on the "quality" of the tourists and their economic importance to the community. To achieve

these goals, information about visitors, i.e., how much they spend, how long they stay, etc., would have to be collected. With a year-round tourist season, Fredericksburg required an information system that could distinguish seasonal differences and well as economic importance of the various tourist segments.

### **Developing a Tourism Market Information System**

There are five steps in developing a tourism market information system as described by Fesenmaier (1989). The steps are as follows:

1. Identify priorities for tourism development in terms of both short and long term goals;
2. Determine the types of information needed to address established goals;
3. Define overall tourist population and develop data collection strategy;
4. Develop survey instrumentation; and
5. Develop analysis and report generation process to address specific market development goals and objectives.

These steps were followed in developing the framework for the Fredericksburg tourism information system. That framework is shown in Figure 4. The community was divided into two tourism components, fixed attractions and special events. Within fixed attractions are facilities which are considered "pull" factors in bringing visitors to the community. The "townscape" was included as an attraction because of the German ambience and the tourist-oriented shops and stores on main street. The town has numerous events throughout the year which account for the second major category of attracting forces in the community.

Two surveys, a "core" and "long form," are used to collect information from visitors. The core survey is designed to be administered at each attraction and each special event. In the townscape, tourism related businesses rotate the responsibility of collecting a certain number of instruments at specified times during the day. There is no question but that this will be one of the more challenging parts to maintaining a sustained and reliable effort by the community. At the writing of this paper, the system has been operational for three months. The second data gathering part of the system requires a mail questionnaire.

On a quarterly basis, a sample from the core survey respondents is taken and the "long form" survey is mailed to them. The long form is considerably more detailed and each respondent can be tied back to their core survey responses through a unique identification number given each respondent. The pretest of the long form produced a good response rate. Since the completion of the first quarter the long form will be implemented by the community in the near future.

It is important to reiterate that this information collection and reporting system is intended to be implemented and managed by the community. For this reason, a continued monitoring and support is anticipated at least through the first year to identify barriers to local management of the system. Because it is a "community based" system, the community must input data and generate the reports. The computer hardware and software requirements to accommodate this is the other major part of the project.

### **Computer Hardware and Software Requirements**

The computer hardware and software requirements has been one of the most interesting and challenging parts of this project. The system had to accommodate local data entry and local analysis and had to be capable of being managed by chamber of commerce/convention and visitor bureau employees. The following are considerations which are still being evaluated in the design of an appropriate system.

#### **Data Entry**

- o User-Friendly so that no major computer literacy was required.
- o Custom Data-Input Screens -- to facilitate volunteer or unskilled workers.
  
- o Error-Trapped to minimize the possibility of erroneous data entry or file management.
  
- o Local Support -- where vendors in the commercial community could handle hardware and software needs.
  
- o Generic computer platform (Mac or MS-DOS) -- so that any existing computer resources might be applied.
- o Output Exportable to Other Analysis/Graphics Program -- to provide opportunity for enhanced presentation of analysis and results.
  
- o Ease of Local Program Modification/Availability of Local Support -- selecting a widely known and used program where towns folk could locally modify and enhance the program over time.
- o Exportable to Main Frame SAS for university analysis -- so that we could provide a centralized facility for those situations where local processing was not practiced or additional analysis by TAMU was desired.

#### **Analysis**

- o Powerful, not in statistic tests, but in capacity. Estimated annual capacity of core Survey -- 80 variables by 2,000 records. Estimated Annual capacity of Long Survey -- 261 variable by 750 records.

- o Takes advantage of expanded memory, i.e., not requiring successive processing of data sub-sets due to insufficient memory (RAM).
- o Accepts input from entry-module -- and providing a transparent interface from data entry to data analysis modules.
- o Ease of local program modification and availability of local support -- See above.
- o Capability for labelling output/reports, i.e., codes converted to labels -- to provide non-cryptic reports and clarity of results to the reader.
- o Output to broad base of devices: dot matrix, laser, plotter, ink jet -- so that the community could provide a variety of quality of output appearance depending on existing hardware and/or budget.
- o Output exportable to graphics programs -- See above.
- o Generic computer platform (MAC or MS-DOS) -- See above.

Initially, we have developed the system on an MS-DOS machine and have selected Foxbase + (AD Base III + Compatible product) and PC-SAS for data entry and analysis, respectively. While PC-SAS is not available for the Macintosh, Foxbase + is. We will continue to evaluate other alternatives (e.g. System) which could be an analysis purchase for both MAC and MS-DOS.

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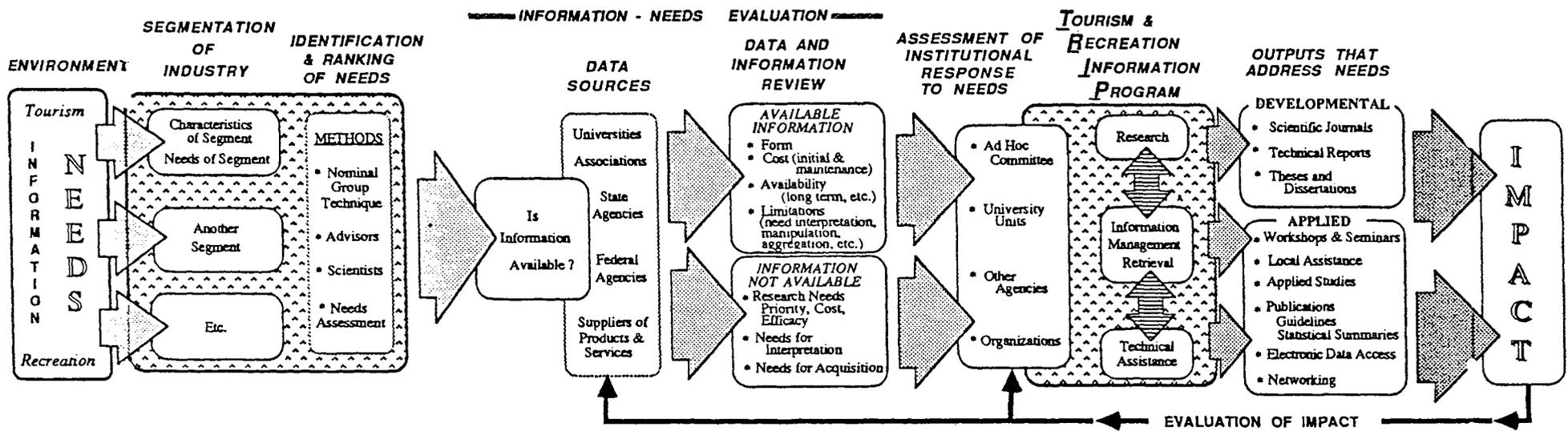


Figure 1. Texas Tourism and Recreation Information System Model

## Figure 2 TOURISM INFORMATION NEEDS ASSESSMENTS

A Comparison of Priority Needs Between Clientele\*

Information Need Category*	Location of NGT Workshop*					
	A	B	C	D	E	F
MARKETING <sup>1</sup>	2, 3, 6, 10	6, 7, 4	1, 3	1, 5	1, 2, 3	1, 2, 3, 5, 6, 7, 8, 9
ECONOMIC IMPACT <sup>2</sup>	4, 8	9				
PRODUCT DEVELOPMENT <sup>3</sup>	5	2, 3, 5, 8 10		2, 4, 5, 6 7, 8		
FORECASTING <sup>4</sup>	1, 7, 9	1				
COORDINATION <sup>5</sup>		9				

\*A=Rockport; B=San Antonio; C=Galveston; D=Clear Lake; E=Rockport-Fulton; F=Fredericksburg

1. MARKETING--Market Characteristics, Advertising/Promotion, Pricing
2. ECONOMIC IMPACT--Income/Expenditures
3. PRODUCT DEVELOPMENT--Funding, Beautification/Cleanup, Festivals & Events, Facility/Service Development, Access to Expertise, Management Practices
4. FORECASTING--Trend Projection, Construction and Development Reports, Legislative/Regulatory Updates
5. COORDINATION--Local Industry, Local Awareness/Information

\*\*NOTE: The numbers represent the priority of individual items identified through the NGT process. This is not an attempt to compare groups. The purpose is to illustrate categorical similarities in information needs.

\*Conducted by Extension Recreation and Parks, Department of Recreation and Parks, Texas A&M University

Figure 3 Tourism Market Information System

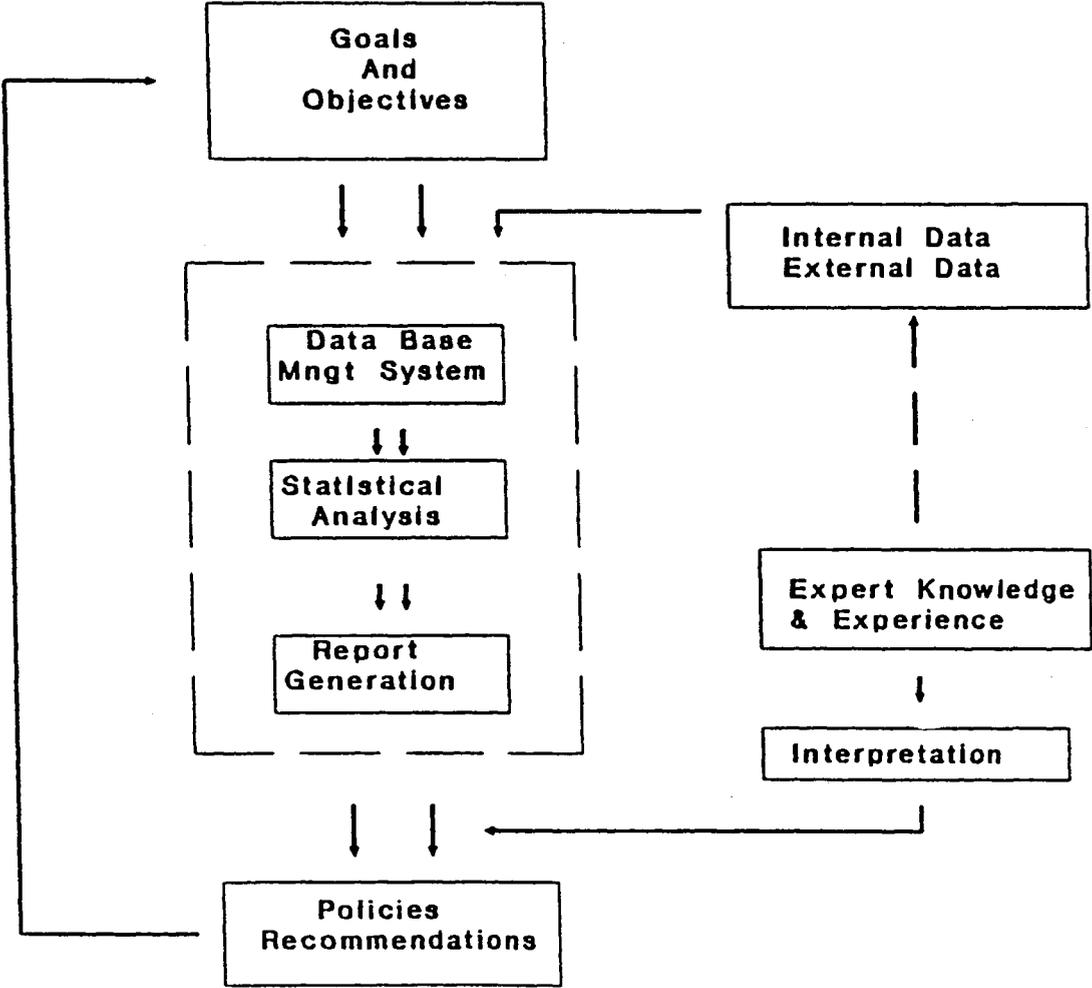
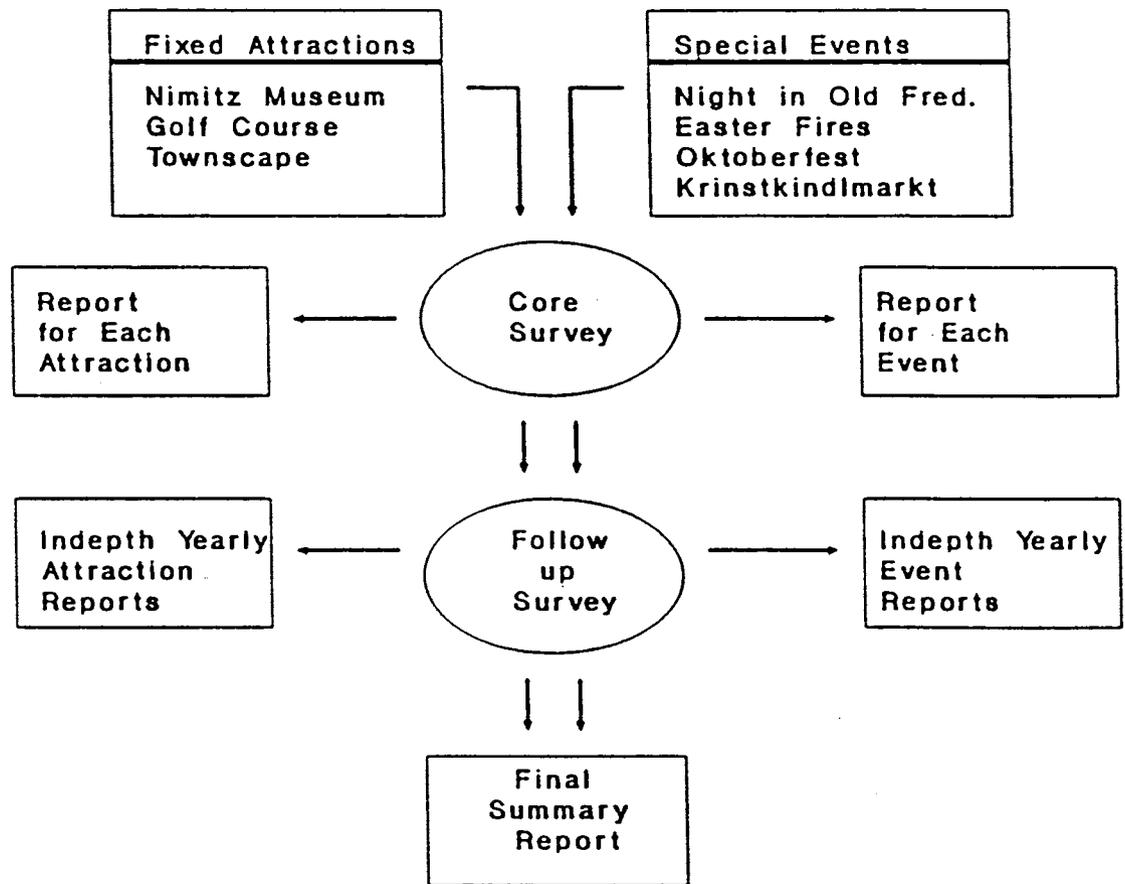


Figure 4. Fredericksburg TMIS Report Development



## **DEVELOPING THE BED & BREAKFAST INDUSTRY**

**Chair Robert D. Espeseth, Illinois**

The Bed and Breakfasts concept ostensibly came over to this country from Europe, particularly the British Isles, in the late 1960s and early 1970s. However, I submit that we have had them here in one form or another even prior the formation of our country. People traveling 200 years ago did not have convenient motels or hotels, as we do today, and had few inns along the thoroughfares. It was not uncommon for travelers to stop along the way for a night's lodging in someone's home. A meal or two accompanied the lodging and people would often pay a small amount if they had any money -- A Bed and Breakfast!!

This carried over into this century when the advent of the "motor car" precipitated a lot more travel by the average citizen. Tourist homes sprung up in many communities to serve the travelers. Some offered Bed and Breakfast, others just a bed. My small home town in northern Wisconsin had several tourist homes and when they were full I remember my mother being called to see if she had a room for the night. Farm vacations were also popular in the 1930s through 1960s and still are in some states, another form of Bed and Breakfast.

The Illinois-Indiana Sea Grant Program was the primary impetus behind the two states getting into the business of Bed and Breakfast Workshops and providing information to existing and potential Bed and Breakfast enterprises. The initial surge of interest occurred in northern Indiana subsequent to a major tourism workshop in 1984 which had keyed on the Chicago World's Fair which was to have occurred in 1990. There was a general concern for the lack of housing for the Fair visitors and the opportunity for alternate transportation to the Fair via train or boat from Northern Indiana.

Two workshops were originally co-sponsored by the Illinois-Indiana Sea Grant Program and the Illinois and Purdue Cooperative Extension Services. They were held at Valparaiso, Indiana in late 1985 and at Joliet, Illinois in early 1986. There were between 75 and 80 people at each of these two workshops from eight states. The evaluations of the workshops were very positive and recommendations by participants were for more workshops.

We tried to network between states in setting up and promoting the workshops by co-sponsoring with Wisconsin Sea Grant Program and Cooperative Extension Service and in several cases with local chambers of commerce and convention and visitors bureaus. Of the 14 workshops with which we have been involved there have been over 600 participants. The workshops pointed out the need for better legislation on Bed & Breakfasts in Illinois and Indiana.

Wisconsin was the first midwest state to pass a comprehensive Bed and Breakfast Act in 1985. Illinois passed their Act in 1987 and Indiana's is still in limbo because of recent changes in the state administration. There are some wrinkles in the Acts which hopefully can be worked out when the state and local health departments have had a chance to work with Bed and Breakfasts and obtain a better experience history. There is still a great deal of apprehension on the part of the local health agencies who have to administer the Act because of a new program with many unknowns.

At most of the workshops we have had a range of participants from those just beginning to think about it, those who are seeking a house or location, those who are about to open, and those who have been in operation for a time. We try to get the workshop participants to take a realistic, business-like approach in considering the venture and in making decisions as they move through the planning and decision-making process. The business planning aspect of the Bed and Breakfast business has been published as a CES-North Central Regional Publication (273) Developing a Bed and Breakfast Business Plan by Bob Buchanan (Purdue) and Bob Espeseth (Illinois). This is given to the participants as part of the registration fee along with other materials, i.e., B & B Act, examples of B & B zoning ordinances, B & B Association Fact Sheet and any localized information.

The most popular part of the program is the panel of B & B operators we always have as the finale. They provide some interesting anecdotes and can answer questions which have been building up through the day. We also have another panel of local officials to discuss health requirements, zoning, insurance, tourism councils, etc. This panel varies from place to place. We usually show slides of examples of B & B's to illustrate the B & B concept to start the program and the operators frequently use slides of their operations to illustrate points.

The early workshops which brought some of the operating B & B's together for the first time generated interest in a state-wide organization in Illinois and Indiana. The Illinois Bed and Breakfast Association was established early in 1987 with the initial goal of getting the B & B Act formulated and passed. That goal was accomplished and was a springboard for an active, vital group. They have now regionalized in the state so they can get together more conveniently, have worked with the Office of Tourism to produce a B & B directory, have actively worked through the regional tourism councils and have become more recognized as an important element of tourism in Illinois particularly as it relates to rural revitalization.

From a very basic survey of participants at workshops in Illinois we have found less than 10 percent of those attending, who weren't already in operation, did get into business in the one year period after the workshop. For those in operation we requested income estimates and found that there was increased income of over \$350,000 in Illinois. A more in-depth and comprehensive study of B & B's in Illinois is now underway at Southern Illinois University under contract with the Office of Tourism. We will have a much better handle on just what the economic impact of B & B's is statewide and other valuable information when the study is complete.

The tack we have taken is to provide basic information to people who are thinking about going into the B & B business so they can make a rational, objective decision based on the facts we have. We tell them that any income generated will be supplemental at best and certainly not a primary source of income under normal circumstances. If we provide people with the information which causes them to decide not to go into the B & B business we have helped them make an informed decision.

## **BED AND BREAKFASTS: MARKETING TO GUESTS AND EXTENSION CLIENTELE**

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A short history will first give some insights to this discussion of Minnesota's bed and breakfast (b&b) market research. There has been a major shift in Extension b&b programming over the last three years of involvement. In the beginning, an April 1986 article in The Farmer magazine profiled b&b operations and directed readers to "contact your Extension Service for further information." This referral brought in a flood of inquiries regarding b&b's as a potential business option on farms and in rural communities. At the time there were perhaps 18 Minnesota b&b's. In the next one and a half years, an Extension Specialist researched, compiled and packaged startup information - including a statewide conference, a general Extension bulletin and a video. Other faculty members from a variety of disciplines such as business management, food service, and design were involved as appropriate. This effort continues, and to date, over 1,500 contacts with potential innkeepers have been made nationally.

By spring of 1988, about 65 b&b's were open for business. Given the high failure rate of new home-based businesses and increasing competition regionally, the Governor's Office requested Extension programming through the Tourism Center to support improved b&b management skills. New programs were to be based on a major research project funded by the Minnesota Office of Tourism. In late summer, data collection began on 1) characteristics of the b&b industry; and 2) a profile of b&b guests. The industry study was designed to be consistent with b&b surveys implemented by Extension personnel in Michigan (Mahoney and Norman 1986), at New York Sea Grant (panelist Chad Dawson will discuss here) and other national studies (Hardy 1989); 61 mail questionnaires were returned for a response rate of 82 percent with two followup reminders. The guest study was one of the first undertaken (also Mahoney 1989) in order to understand market segments and product preferences of visitors. A response rate of eighty percent was achieved with incentives and followups when 623 former guests at Minnesota b&b's completed a mailback questionnaire. Together these two data sets give Minnesota one of the most comprehensive assessments of needs, trends and promotion strategies of the b&b industry.

### **An Industry Overview**

Description. Small operations are most common in Minnesota; on the average there are 3.8 bedrooms. Seventy-nine percent of the properties have 4 rooms or less. It is a remarkably new industry, with over two-thirds opening their door for business in the last two years. "Pockets" of b&b's are found in traditionally strong tourists areas such as along the Mississippi River (southeast) and St. Croix River (east central) valleys, the Minneapolis/St. Paul metropolitan area, and the North Shore of Lake Superior. However,

b&b's are widely scattered across the state. Historic homes dominate the profile (61 percent), but unique Minnesota offerings include farms, contemporary lakeside homes, and log buildings in the north woods. The dramatic growth rates have slowed somewhat, but continued expansion is evident in the over 100 properties established by July 1989.

Marketing Budgets. When discussing marketing options, it is important to remember that in general the b&b manager does not have much money to spend. In 1987, Minnesota b&b operators open all year spent an average of \$1,261 on marketing-related activities, ranging from ten to \$5,075. This value is inflated by several expenditures that exceed \$2,000; in fact, 6 businesses spend half of the marketing dollars. Typical industry spending is much more modest, and over half spend \$800 or less. When costs that are absolutely necessary such as brochure production and mailing expenses are considered, there is not much funding available for advertising campaigns in the major media. Targeting marketing dollars to the formats proven to be most effective becomes central to the overall success of the business.

### **Marketing the Bed and Breakfast Experience**

Use of Information Sources. There is remarkable consistency between b&b owners ratings of the effectiveness of various promotion strategies, and the results of guest reports about information sources used most frequently (Table 1).

Recommendations from family and friends top the list as expected; tourism at both the community and private sector level is built on word-of-mouth. It appears that potential guests then cross-check this information with written materials. An attractive, well-written individual business brochure is a critical link in converting inquiries to actual business. The Extension Service supports continued improvement of travel brochures through a critique service funded by the Small Business Development Center (SBA), an Extension bulletin (Breneman et al. 1988) and attention to this topic during workshops. The b&b/historic inn directory produced by the Minnesota Office of Tourism is a proven winner. For \$75 per listing, licensed b&b's have an opportunity for national distribution. Last year, over 100,000 booklets were distributed by the state office, and there is an annually updated edition.

B&b operators use direct mail far less often than other marketing methods (45 percent use), but it receives a high effectiveness score. Although relatively expensive per piece, the advantage of direct mail is the ability to target information to high potential clients. The need to reach increasingly specialized markets has given this technique much attention, and some Extension programming for b&b operators has included specific details on how to use this innovative technique that has revolutionized other businesses.

**Table 1. Promotion Strategies Used by Bed & Breakfast Owners and Guests**

	B&B OWNERS/ OPERATORS		B&B GUESTS	
	AVERAGE SCORE	EFFECTIVENESS RANK	FREQUENCY RANK	PERCENT USING
Word-Of-Mouth	-	1	1	46
Explore MN Guide	2.71	2	3	37
Brochures	2.53	3	2	44
Direct Mail	2.19	4	-	N/A
B&B Directors/ Guidebook	2.16	5	4	28
Magazine Ads	2.16	5	5	23
Newspaper Ads	1.77	7	6	19
Reservation Service Organization (RSO)	1.65	8	12	12*

\*Items ranked 7-11 are newspaper & magazine articles, local and regional tourism publications, Chamber of Commerce.

Magazine and newspaper ads seem to have more impact when there is a banner headline under which all b&b place their individual advertisements. Reservation service organizations (RSO's) maintain b&b listings and make bookings for a fee charged to the operator. It is anticipated they will receive wider usage as the industry matures in Minnesota and choice become more complex.

Other Promotion Ideas. Quite often, b&b operators listed public relations activities, rather than paid advertising, as their most effective marketing tool. Extension programming has included information on "fam" (familiarization) tours where travel writers are hosted who might write a story on the destination area or specific b&b property. The Tourism Center has begun to use this promotion strategy as well. The last statewide b&b conference included a muffin "bakeoff" with celebrity judges in order to emphasize the unique food service available at b&b's. The contest results were part of a major article in the Twin Cities daily newspaper, and a followup story on the formation of the new statewide b&b association at the conference.

Survey respondents from the b&b industry also endorsed the importance of local referrals, and mentioned Chamber memberships, tours and open houses for community residents and business leaders, and cooperation with hotels/motels and local attractions as ways to create support for the b&b business. Some successful ways of personal selling that innkeepers volunteered were gift certificates, donations to nonprofit groups, attendance at travel shows, coupons, and sending a thank you note and photos to recent guests. The b&b operators also think of themselves as a key link in attracting guests; several mentioned how important their telephone conversations with prospective guests are, and how a satisfying b&b experience at one b&b can mean other b&b visits if there is cross-selling within the industry. These individual publicity strategies are certain to be a part of the marketing plan for most b&b's given the budget constraints - and are very appropriate in a business based on personal service.

### **Guest Profile**

Choice of marketing methods of course depends upon specific characteristics of the target market the b&b operator is trying to reach. The guest survey collected information on motives and preferences in selecting a b&b, past trip behavior and provided a user profile. Findings are summarized in Table 2.

Description of B&B Guests. The profile confirms widely held impressions that this is a middle-aged, moderately high income, professional market dominated by couples (75 percent). Several occupational categories such as business, health, education and science are large enough to consider promotion aimed specifically at these segments. Forty-five percent have a gross family income that exceeds \$50,000.

Motives and Preferences. The unique touches that distinguish a b&b are clearly a primary reason for selecting this lodging option. In an open-ended question, words like "charm," "ambience," "quaintness," and "atmosphere" are often used to describe this intangible appeal. Table 3 displays a set of reasons for staying at a b&b, ordered

**Table 2. Bed & Breakfast Guest Profile**

- \* Stay at b&b because of personal touch, charm of building, "get-away," nicely decorated bedrooms, and alternative to hotel
- \* Want private bathrooms, a full breakfast, shopping/dining nearby, porch or patio, fireplace, accept credit cards
- \* Majority are married couples, average age = 39 years, 1/2 with children at home
- \* Well-educated, professionals (business, health & education fields) with high incomes
- \* 72% are Minnesotans
- \* Popular activities on b&b trip are dining, shopping, walking, sightseeing, nature observation, and visiting historical sites
- \* Rely on friends/family, brochures and directories for information
- \* 2/3 are pleasure trips, 1 night most common (43%)
- \* Most make reservation prior to leaving home; generally plan 1 week to 1 month in advance

**Table 3. Reasons for Staying at a Bed & Breakfast**

Reason	Percentage (%)			Average Score <sup>1</sup>
	<u>Not or Slightly Important</u>	<u>Somewhat Slightly Important</u>	<u>Very or Extremely Important</u>	
Personal touch of b&b	6	14	80	4.08
Charm of the building	5	17	78	4.08
A "get-a-way"	12	17	71	3.92
Nicely decorated bedrooms	5	26	69	3.85
Alternative to motel/hotel	10	29	61	3.71
Romance	18	21	61	3.63
A special occasion	21	23	56	3.52
Privacy	17	33	50	3.49
Try b&b experience	17	27	56	3.48
Good value	14	39	47	3.44
A "home away from home"	26	31	43	3.20
Location to recreational areas	33	34	33	2.98
Luxury	33	40	27	2.93
To learn about the local area	35	34	31	2.87
A historic building	37	40	23	2.73
Family togetherness	46	21	33	2.68
To meet interesting guests	57	26	17	2.31
To mingle with b&b family	57	26	17	2.31

<sup>1</sup> Based on the following five point scale: 1 = Not Important; 2 = Slightly Important; 3 = Somewhat Important; 4 = Very Important; 5 = Extremely Important

from most to least important. Note that while the charm of the building and decor are primary considerations, it is not necessary that the b&b be located in a historic building. The importance of the "getaway" aspect demonstrates that b&b's have been well-positioned to take advantage of shorter, more frequent weekend trips preferred by two-income families. The lure of b&b's as a more personal alternative to the standard hotel/motel experience was reconfirmed by the ten percent that called this the single most important reason for staying at a b&b, the most frequent response to this open-ended question.

At the other extreme, few b&b guests ranked meeting other guests or spending time with the host family as a major consideration in their decision to visit. This contrasts with European-style b&b's which in part were started for these reasons. Many American b&b's have instead developed as luxurious retreats, significantly altering the traditional concept.

When b&b guests arrive, they have very distinct preferences and expectations (Table 4). Again, in contrast to the European market, private bathrooms are very desirable, and a full (vs. continental) breakfast appears to be strongly related to product appeal. Amenities such as porch/patio, fireplace, sitting room, and sauna/whirlpool score high, demonstrating the luxury aspects of a b&b. In an open-ended question, the top five characteristics influencing b&b selection were location (20%), atmosphere (9%), private bathrooms (9%), cleanliness (7%) and price or good value (6%). Management rules on smoking, children and pets were generally not perceived as restrictive by present guests.

These motives and preferences are central to development of marketing strategies. They are important in creating a distinctive b&b product that is responsive to the marketplace, as well as deciding what benefits and features to highlight in promotion.

Last B&B Trip. Similarly, learning about the entire trip experience helps to understand the decisionmaking process that the client uses. Average trip length was 3 nights, with 1.6 nights spent at a b&b, indicating b&b visits often occur in conjunction with stays at other forms of accommodations. However, almost half were away only one night. Short weekend trips dominate the profile. Half of the guests drove 100 miles or less from their residence to the b&b. Pleasure trips account for two-thirds of the b&b visits. Business and travel parties celebrating a special occasion (each 8 percent) represent target markets that can be tapped to fill slow periods or broaden a customer base.

B&b's have become attractions in themselves; over one quarter classified the b&b as "the primary and only reason for my trip from home." In contrast, only 8 percent said they "did not plan to stay at a b&b before leaving home." In addition, nine out of ten make a reservation in advance, suggesting limited opportunities to capture the pass-through market. Only 12 percent had been a previous visitor at the b&b visited on the last trip.

**Table 4. Characteristics Important in the Selection of a Bed & Breakfast**

Characteristic	Percentage (%)			Mean <sup>1</sup>
	<u>Undesirable or Very Undesirable</u>	<u>Neutral</u>	<u>Desirable or Very Desirable</u>	
Private bathrooms	1	14	85	4.37
A full breakfast	2	15	83	4.28
Shopping/dinning nearby	2	9	89	4.15
A porch or patio	-	16	84	4.12
A fireplace	1	19	80	4.08
Accept credit cards	1	28	71	3.99
A sitting room/parlor	2	19	79	3.92
Historic sites nearby	1	21	78	3.92
A licensed b&b	1	32	67	3.88
Recreational opportunities nearby	2	24	75	3.88
Cultural attractions nearby	2	22	76	3.86
Off-season rates	3	27	70	3.86
Weekday discounts	4	33	63	3.80
Whirlpool/sauna/jacuzzi	6	34	60	3.79
A historic building	2	36	62	3.77
Small b&b (<5 bedrooms)	1	44	55	3.70
Other meals and snacks	7	47	46	3.44
Social drinking allowed	15	49	36	3.22
Senior citizen discount	8	66	26	3.21
A continental breakfast	25	37	38	3.15
Larger b&b (5+ bedrooms)	13	63	24	3.13
Commercial rate	11	73	16	3.03
Group discounts	13	70	17	3.02
Tennis court	18	69	13	2.91
A meeting room	31	63	6	2.64
Children under 12 allowed	47	37	16	2.51
Pets permitted	65	29	6	1.98
Smoking permitted	80	15	5	1.66

<sup>1</sup> Based on the following five point scale: 1 = Very Undesirable; 2 = Undesirable; 3 = Neutral; 4 = Desirable; 5 = Very Desirable

## **Implications for Extension Programming**

This overview of the marketing data was presented at the statewide conference for existing b&b operators in September, 1988. The one hundred and twenty-five attendees received both reports in their participant packet, and had opportunities to discuss the data during Tourism Center staff presentations. This information was later included as part of the management information packaged for sale on a cost-recovery basis (\$7.50) to potential or current innkeepers. Initial feedback shows the data is as valuable for preparation of business plans and feasibility studies, as for ongoing management decisions about marketing and product changes. It also complements one-on-one financial consultations on profitability, pricing changes, expansions, etc. that are available through an Extension agent-Small Business Management who developed a software program.

The b&b industry began to organize seriously as a result of the conference, and the expansion in number of properties continued at a rapid pace. Given this environment, the innkeepers called for a followup conference in April, 1989; the main theme was organizational considerations. At the same time, the Tourism Center staff had another formal chance to work with the industry, and recognized that a weakness of the survey data was that it was simply an overall average. Because the b&b market is composed of various subgroups, each with different product preferences and decisionmaking objectives, current work centers on specific target markets. Consequently, research sessions at the latest conference focused on differences between new and repeat guests, weekend and weekday visitors, and business travelers and the special occasion market. These findings are available in a Research Note series forthcoming (Koth 1989).

It is believed that Extension can play a major role in building the b&b industry's knowledge of market-related factors through continued analysis of the data sets, and presentation of these results in publications, presentation and individual consultations. At present, the research underlies the entire b&b program effort. And the program effort looks very different than it did in 1986.

### **At the Present**

The Minnesota Bed and Breakfast Guild was officially established, with election of officers and board members, at the latest b&b conference. This small working group has been meeting regularly to address issues such as b&b definitions, ordinances/codes, public relations, legislative contacts, standards, liquor control, and continuing education. A Tourism Center staff member attends and provides input to each session, and has a contract to assist the Guild in communications with members. The Tourism Center will be a partner in planning and conducting the annual B&B Guild conference every April. It is obvious the Tourism Center role has shifted from the primary actor to "consultant" to the Guild as the industry has matured.

Many organizational responsibilities were transferred from Extension to the Guild. Certainly, the respective roles are now more complementary, and there is more widespread input. For example, Extension processes all introductory information requests. The Guild assists when a county Extension agent plans a regional b&b workshop. The model works, and has resulted in major service to the travel industry and more informed development of a form of lodging new to Minnesota.

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# **NEW YORK STATES' BED AND BREAKFAST BUSINESS PROGRAMMING: HOW SUCCESSFUL WAS IT?<sup>1</sup>**

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## **Introduction**

The number of Bed and Breakfast lodging operations (B&Bs) have increased dramatically throughout the United States, as well as New York State, in the last decade. The growing numbers of B&Bs can be seen in the publication of commercial B&B guidebooks and directories. Research studies in California<sup>2</sup>, Massachusetts<sup>3</sup>, Michigan<sup>4</sup>, and New York<sup>5</sup> have documented that B&Bs are an alternative form of lodging that is increasing and adds to the tourism appeal of an area.

A B&B business is a private home or renovated historic house that has been modified to provide overnight accommodations and a morning meal for several people. The difficulty of successfully starting up and operating such a business is often overlooked due to the emotional appeal and romantic notions surrounding the concept.

Cornell Cooperative Extension staff recognized the need to respond to this growing interest in these home-based businesses and to evaluate the changing Extension role with this targeted audience. Mail survey studies of New York State B&B owners<sup>6</sup> and Extension staff<sup>7</sup> were conducted in 1987 to analyze the expressed educational needs of B&B owners, Extension staff perception of those needs, and Extension educational program response to those needs.

## **Bed and Breakfast Lodging Industry**

New York State had 1,012 B&B businesses in operation by August, 1987. The majority (87%) of those businesses opened in 1982-87, with an average of 4.4 years of operation by the current owners. The reasons most often cited by owners for starting a B&B business were: to provide supplemental income (70%), to meet people (58%), for the tax advantages (30%), to help finance their home (24%), and to restore an old or historic building (22%).

Seventy-two percent of the B&Bs had four rooms for rent or less, eighteen percent had 5 to 9 rooms, and ten percent had 10 or more rooms. These 1,012 B&B businesses had an estimated 4,760 rooms in 1987 and provided an estimated 188,000 room nights of lodging.

In 1987, twenty B&B Reservation Service Organizations and six regional B&B Business Associations were operating in New York State. These organizations provided services ranging from screening customers to making room reservations, and from joint regional marketing and advertising to sharing management insights.

How did this new alternative lodging industry get started? Twenty-one percent of the B&B owners responding to the 1987 survey reported that Cornell Cooperative Extension was one source of information and education used in starting their business.

### **Extension Staff Involvement**

To document Extension's involvement in providing educational programs for B&B client groups, a statewide study of New York's Cornell Cooperative Extension staff was conducted. Forty-four Extension staff reported conducting 27 formal presentations of 2 hours or less and 57 seminars and workshops of 2 to 8 hours during 1984 to 1986. In addition, these 44 staff members advised or assisted 895 individual B&B owners or prospective owners by responding to requests for information and educational materials on a variety of topics (e.g., family stress, marketing/advertising, zoning considerations). The Extension staff indicated that 110 of the B&B owners opening for business during 1984-86 had attended one or more of the 57 seminars and workshops presented. Six staff members each reported assisting in the formation of one or more regional B&B association, Reservation Service Organizations, or a statewide B&B association.

The perception of the educational needs of B&B owners was similar (i.e., mean scale score rank order) for the Extension staff and the owners (table 1). Surveys of both groups requested an assessment of the need for B&B owners to better understand 15 educational topics. Mean scale scores for each topic were computed from the responses to the four categories: not needed (0), somewhat needed (1), moderately needed (2), and very much needed (3). Overall, Extension staff rated each topic at a higher level of need than reported by the owners. However, the relative priority ranking of each group's needs assessment was very comparable. Four of the five most highly ranked topics were similar, as were four of the five middle priority topics, and the five lowest priority topics.

This needs assessment was used by Extension staff in planning a 2-day statewide conference held in November 1987 for 155 B&B owners. Plans for 1988 and 1989 B&B statewide and regional programs have considered these needs in the development of educational materials and presentations.

## **Extension's Role**

Over a period of five or six years, Extension specialists and agents in New York State were invited and challenged to respond to the growing interest in opening B&B businesses. Educational programs and materials for prospective or new B&B owners were generally developed from existing programs such as small business planning and management skills, family financial planning, housekeeping skills, meal preparation and kitchen management, building planning, and energy conservation. Most program development efforts consisted of reorienting these programs for a new clientele. Only a few printed or audio-visual educational materials were developed solely for the B&B owner target market.

As the number of B&B businesses increased and management skills developed, Extension's role broadened to include teaching leadership and organizational process skills to aid in the formation of several regional associations and a statewide B&B Association. Interaction with state tourism promotion and planning agencies and key legislators was encouraged. By 1987- 88, Extension's method of delivering educational programs and materials was increasingly channeled through the existing B&B organizations. Extension's role changed as more successful operators became association officers, private consultants, published authors with books on how to open and operate B&Bs, or started Reservation Service Organizations.

## **Designing and Improving Programs**

The results of these studies with Extension staff and B&B owners suggests several concepts for designing and improving Extension programs for related home-based business target audiences:

1. Periodic surveys of Extension staff can indicate the amount of involvement with specific client groups and provide a realistic assessment of the client's needs. This information can assist state and regional specialists in proactively designing, developing, and disseminating educational materials or delivering programs.
2. State and regional specialists need to be more involved in applied research related to special client needs not addressed by research faculty. As research scientists at land-grant institutions move toward more basic and long-term research projects, the need for Extension specialists to provide more short-term research-generated information for specific client needs continues to increase.
3. Understanding those individuals who do not adopt an educational program may be as important an impact as understanding those who do so.<sup>8</sup> For example, those individuals who attended Extension programs on starting a B&B and subsequently did not open such a business have been aided in making the correct decision for their situation. Negative outcomes that were avoided are difficult to measure but are as important an impact as positive business startups.

4. As Extension plan of work development incorporates a more anticipatory and comprehensive planning process, added emphasis should be placed on the maturation of a client group and their changing educational needs. For example, the change from teaching individual B&B owners to working with association officers and private consultants requires different teaching approaches and skills plus a strategy for progressive disengagement with the client group. The process of Extension disengagement is often difficult for all parties involved and critical to a positive long-term relationship between Extension and key client groups.

### **Summary**

When Cornell Cooperative Extension staff were invited and challenged to respond to the growing interest in B&B businesses, most initial educational program efforts were reactive and consisted of reorienting existing programs for a new clientele. However, the ultimate success of the Extension programs for B&B businesses was the result of anticipatory and proactive program development supported by the applied research of Extension specialists.

**Table 1. The Educational Needs of Bed and Breakfast Owners as Perceived by Extension Staff and Bed and Breakfast Owners.**

**NEEDED EDUCATIONAL INFORMATION**

TOPIC	<u>Cooperative Extension Staff</u>		<u>B &amp; B Business Owners</u>	
	<u>Mean Score</u> <sup>1</sup>	<u>Rank</u>	<u>Mean Score</u> <sup>2</sup>	<u>Rank</u>
Marketing Planning	2.59	1	1.45	3
Advertising/Promotion	2.56	2	1.81	1
Cash Flow/Financing	2.53	3	1.08	7
Insurance and Liability	2.52	4	1.61	2
Recordkeeping/Bookkeeping	2.36	5	1.35	4
Financial Analysis	2.35	6	1.11	6
Business Planning	2.34	7	1.08	8
Building and Fire Code	2.32	8	1.14	5
Meeting Tax obligations	2.27	9	1.07	9
Product/Service Pricing	2.22	10	1.06	10
Zoning Restrictions	2.11	11	0.70	14
Labor Laws	1.84	12	0.59	15
Meal Preparation/ Kitchen Management	1.58	13	0.75	12
Computers for Small Business	1.50	14	0.88	11
Energy Conservation	1.24	15	0.72	13

<sup>1</sup>N = 44; includes those staff providing B&B educational programs.

<sup>2</sup>N = 302

## Endnotes

<sup>1</sup>Portions of this article were originally published as "B&B Business Programming", C.P. Dawson and T.L. Brown, 1989, Journal of Extension 27(2):26-27 and is reproduced here with permission.

<sup>2</sup>Leslie B. Stevens, 1983, "B&Bs: A Booming Market", The Cornell Hotel and Restaurant Administration Quarterly 24 (3):49-51.

<sup>3</sup>Lawrence R. Klar, Jr. and Rodney B. Warnick, 1987, "The Bed and Breakfast/Small Inn/Tourist Home/Private Lodging Industry of the Commonwealth of Massachusetts: An Exploratory 1986 Survey", Leisure Studies and Resources Program, University of Massachusetts, Amherst, 4 p.

<sup>4</sup>Edward M. Mahoney, William Norman and Jon Peterson, 1986, "A Study of Michigan's Bed and Breakfasts" Department of Park and Recreation Resources, Michigan State University, East Lansing, 21 p.

<sup>5</sup>Chad P. Dawson and Tommy L. Brown, 1988, "B&Bs: A Matter of Choice", The Cornell Hotel and Restaurant Administration Quarterly 29(1):17-21.

<sup>6</sup>Mail surveys were sent to all 1,012 B&Bs identified as operating in New York State in May-August, 1987. The mailing list was compiled from published sources: B&B guidebooks, B&B association brochures, B&B Reservation Service Organization listings, and state and county tourism listings of lodging facilities. A total of 339 questionnaires were returned and analyzed (33% response rate). C. Dawson and T. Brown, 1987, "A Summary of the 1987 Bed and Breakfast Lodging Industry in New York State", Oswego, New York, New York Sea Grant Extension Program, 4 p.

<sup>7</sup>In 1987, mail surveys were sent by the authors to the 495 individuals with appointments as state or regional specialists and county agents in New York's Cornell Cooperative Extension system. The survey was designed to evaluate staff involvement, number of contacts, perceived impacts, and perceived client educational needs. A total of 302 questionnaires were returned and analyzed (61% response rate).

<sup>8</sup>B.T. Wilkins and B. DeYoung, 1983, "Negative Results? They May Not Be!", Journal of Extension, 21(3): 51-54.

**COURTESY IS CONTAGIOUS:  
HOSPITALITY SKILLS TRAINING IN NEW YORK STATE**

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**Introduction**

Many recreation and tourism businesses in rural communities are small businesses that are classified as sole proprietorships or family owned/operated establishments with limited resources. These businesses and rural communities often need to improve their visitor hospitality skills to maintain and increase their marketing potential through repeat business, word-of-mouth advertising, and a positive public image of the community as a provider of travel and tourism hospitality services.

New York State is a travel and tourism market leader due to such campaigns as the "I Love New York" program which was initiated in 1977. One component of that campaign has been a very visible and well received customer relations training program developed under the direction of Holly Nolan and other staff in the N.Y.S. Department of Commerce, Division of Tourism. Other education and training initiatives have been developed and conducted by: the regional, county, and local chambers of commerce and tourism promotion agencies; community colleges; Cornell Cooperative Extension; and New York Sea Grant Extension Program.

**Need for Hospitality<sup>1</sup>**

The tourism industry is unique in that hospitality is one of its most important advertising and marketing approaches and also is an important component of the "product" itself. Repeat business by returning customers is vital to the survival of many resort, lodging, restaurant, and recreation businesses.

Tourists who are satisfied return to a business or community to experience the same or different events and seasons over many years. The services or experiences they seek change over time as they move through different life stages from adventurous young adults to family-oriented parents and to retired couples on extended vacations. Regardless of when or why people return, they are motivated in part by past encounters with courteous, considerate, and friendly hosts, residents, shop clerks, and waitresses.

Hospitality skills influence who returns or does not return. It also affects what tourists tell others about their visit. Many small businesses depend on word-of-mouth advertising as their most successful marketing tool. The effect of one visitor telling others about their experience can impact whether several dozen or several hundred other people would want to visit or not.

The success of any business or community as a tourism destination depends on the attitudes of all individuals who contact the visitor. Retail sales clerks and waitresses are as important as the visitor information center receptionist and service station attendant. Local officials and residents add their contribution to the overall appeal and image of the community as they go about their daily routines. Tourism hospitality is not the responsibility of a few isolated businesses or employees but rather the entire community. Just as hospitality awareness and skills are necessary to word-of-mouth advertising, they are also important to any tourism promotion campaign by a local chamber of commerce or state tourism agency. The ultimate success of any advertising and promotion project rests with the hospitality skills of public and private sector employees, local officials, and local residents.

### **Educational Approaches**

The need for effective hospitality skills varies widely depending on the customer/visitor interaction one has as an employee, official, or resident. The educational approaches must vary depending on the characteristics of each audience. Educators have long known about the adoption/diffusion process by which new innovations or different products and services are integrated into decision-making<sup>2</sup>, consumer behavior<sup>3</sup>, and recreation and tourism demand.<sup>4</sup> Similarly, attitude and practice change research has been well developed into theory<sup>5</sup> and practice.<sup>6</sup>

This literature evaluations of various delivery systems<sup>7</sup>, experience in New York State suggests several educational approaches that have shown positive results on different target audiences:

1. Increase awareness about and interest in improved hospitality skills through brief informational messages using the mass media: Radio, TV, and Newspapers. The intent here is to alert large numbers of people to the value of tourism and the need for hospitality skills. Audiences may include local residents and officials in a tourism destination area, new travel and tourism employees and employers, and nonadopters of good hospitality skills. Examples of this include TV and radio public service announcements, press releases to newspapers announcing hospitality impacts.
2. Change the existing attitudes and beliefs by providing new information that challenges an individual's concept of tourists motivations, personal needs, sense of satisfaction, and behavior. Educational programs can be delivered via traditional meetings, workshops, publications and videotapes. The intent is to challenge new or existing employees to reevaluate how to think about tourists and their behavior. Audiences include traditional tourism employee and employer groups and nonadopters of good hospitality skills. Examples include Cooperative Extension bulletins<sup>8</sup>, State Tourism Division publications and videotapes<sup>9</sup>, Chamber of Commerce meetings and Cooperative Extension and Chamber of Commerce Workshops.

3. Teach hospitality employees to understand a tourist's background and perceptions so that intervening factors on their experience can be taken into account. The focus is on understanding the tourists experience through all five stages of their trip: planning, travel to the site, on-site activity, travel home and recollections. Audiences are generally limited to tourism-related employees and employers who are attempting to further develop their tourism hospitality skills or deal with complaints and problems in a diplomatic manner. These educational and problem solving programs can be delivered through publications, work, books, workshops, demonstrations, videotapes, and interactive video/computer systems. Examples include a New York State Videodisc Training System for restaurant employees<sup>10</sup>, workshops on dealing with difficult customers, and role playing workshops conducted as part of the New York Loves You program.
4. Use peer group pressure, influence, and rewards to develop a sense of professionalism among members of a recreation or tourism group. The target audience is a select, homogeneous group of employees and employers who already interact for professional reasons. The important factor here is that the existing organizations offer the best means for delivering educational programs such as publications, workshops, and videotapes. New York State, an example is a program targeted toward Great Lakes Charter Boat Captains and crew utilizing a fact sheet<sup>11</sup>, videotape, and workshops.
5. Create new aspirations by rewarding behavior change, pointing out the benefits of behavior change, and providing longer-term training or opportunities to learn new skills. The audience is existing employees who are motivated or could be motivated to have highly developed hospitality skills. The intent is to provide the opportunity and motivation for an employee to excel, plus to then recognize them within the organization as a means to reward this employee and motivate others to excel. Examples include I Love New York Outstanding Hospitality Achievement Awards, Community Hospitality Tourism Incentive Grants, and Tourism Business Breakfast satellite TV broadcast for hospitality training and motivation.

### **Summary**

The expressed need for existing and new Extension information, educational, and problem-solving materials and programs has expanded beyond what was projected over a decade ago<sup>12</sup>. At the same time, funding and staffing restrictions have put staff into the position of constantly attempting to do more with less in recreation and tourism related programs. Using electronic technology, educational multipliers (e.g., train the trainers), and proactive program development will help ensure the continued success of Extension programs and their contribution to hospitality training of our many state and national tourism industry components.

## Endnotes

<sup>1</sup>This section adopted from Courtesy is Contagious, C.P. Dawson et al., 1988, Minnesota Extension Service, Bulletin No. CD-FO-3271, University of Minnesota, St. Paul, 14 p.

<sup>2</sup>G.M. Beal and J.M. Bohlen, 1975, The Diffusion Process, Special Report No. 18, Cooperative Extension Service, Iowa State University, Ames, 6 p.

<sup>3</sup>D. Hawkins, K. Coney, and R. Best, 1980, Consumer Behavior: Implications for Marketing Strategy, Business Publications Inc., Dallas.

<sup>4</sup>J. Crossley and L. Jamieson, 1988, Introduction to Commercial and Entrepreneurial Recreation, Sagamore Publishing, Champaign, Ill., 302 p.

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<sup>6</sup>R. Schafer and J. Tait, 1981, A Guide for Understanding Attitudes and Attitude Change, North Central Regional Extension Pub. 138, Ohio State University, Columbus, Ohio, 11 p.

<sup>7</sup>G.A. Hussey, 1985, Electronic Technology: Impact on Extension Delivery Systems, Electronic Technology Task Force Report, Pennsylvania State University, 31 p.

<sup>8</sup>Ibid., Dawson, 1988

<sup>9</sup>Holly Nolan, 1987, New York Loves You, (film/booklet), New York State Department of Commerce, Tourism Division, Albany.

<sup>10</sup>R. Borgatti and D. Nicolette, 1988, Interactive Videodisc Training for the Hospitality Industry, In Proceedings of the 6th Annual Conference for Interactive Instructional Delivery Society of Applied Learning Technology, Orlando, Florida.

<sup>11</sup>C. Dawson, 1988, Care and Handling of Charter Boat Fishing Customers, (Fact Sheet/Videotape) New York Sea Grant Extension Program, Oswego, NY.

<sup>12</sup>U. Blank et al., 1978, Recreation and Tourism Challenges and Opportunities for Cooperative Extension, ECOP Recreation and Tourism Task Force, University of Minnesota, St. Paul, 15 p.

## **ORGANIZING HOSPITALITY TRAINING VIA SATELLITE TELECONFERENCE**

**Glenn Kreag, Tourism/Recreation Agent  
Minnesota Sea Grant Extension Program**

### **Background**

Minnesota Extension Service (MES) has provided Hospitality Training programs to the tourism industry in Minnesota for many years. Each year MES receives many requests for hospitality training from communities and tourism groups. The training requires a large effort in staff time, generally during March through May each year. The number of programs delivered by staff traveling to various locations in the state is limited by travel limitations, staff availability, and other program commitments. In evaluating the direction of this program, it was decided that an effort was needed to allow more communities to receive hospitality training while reducing the need for staff to travel extensively to conduct the training. The evaluation established the following goals in developing a program that would replace the existing effort:

- \* The program must be able to reach a larger audience.
- \* The program should be available to any community in the state.
- \* The program should reduce or make more manageable, the time commitment by Extension staff
- \* The program needs to create a format for local involvement.

The method that was selected was a combination satellite teleconference and locally generated program that would provide a quality hospitality training program and achieve the above goals. The satellite broadcast would be a tightly scripted 2½ hour studio program containing a combination of live broadcast and pre-taped material. The local program was organized to complement the satellite broadcast and provide local information and local involvement. The suggested time of the local program was 1 hours making the total program 4 hours in length.

### **Organization**

The use of satellite and particularly television technology demands very different teaching methods from traditional live instructor - audience methods. Further, television and satellite use requires extensive planning, preparation and production that are normally not needed in live instruction. The MES Telecommunications Development Center (TDC) provided suggestions on evaluating the effectiveness of using satellite broadcast and how to organize a management team. TDC also assisted with examples of time schedules for program production and with an estimate on the budget required for the project.

The teleconference was organized with groups working on two levels, statewide and local. The statewide level group had overall responsibility for the organizing and marketing the

project. This group developed and produced the satellite broadcast. The MES Tourism Center and Sea Grant Program, led the effort with key support from the Minnesota Office of Tourism. The MES Small Business Development Center and Minnesota Technical Institutes also assisted. The local level groups (one per site) had responsibility for arranging the program site and satellite linkage, finding speakers for the local program, and marketing the program within their area. Local groups were organized from various combinations of county extension offices, chambers of commerce or other business groups, convention and visitors bureaus or other tourism groups, local technical institutes, community colleges and/or small business development centers.

### **Time Commitment**

One of the goals was to reduce the time commitment to hospitality training programs. This goal was not achieved. Although program delivery time was reduced to a one-time program, planning and production time increased much more than the time that was saved. Two faculty members spent about 4 person-months each on the project. Additionally, a student was hired to work half time for 6 months and many other people made smaller contributions. Two publications were revised and published for the program. Other support materials were developed. A St. Paul television station was contracted to produce the program which included the services of a producer, assistant producer, as well as many other staff that were used during the rehearsal and live production.

Other areas required major time commitments. Scripting, filming pre-taped segments, and arranging for the many people who were to be part of the satellite broadcast was time consuming. Marketing arrangements and assisting local groups required major time commitments. Inexperience with television production made progress slow, however the presence of an excellent TV producer helped overcome these problems. Overall, there was a great deal of staff time and budget committed to the project.

### **Budget**

The total cost was approximately \$16,470. This includes costs of hiring a hospitality consultant, securing rights to copyrighted video materials, and paying fees and expenses for other program people. Other costs include student assistant, publication cost, support materials, marketing materials, props and visuals, phone, copying and supplies. (Videotapes of the satellite broadcast were edited for release through MES Distribution Services at an additional cost of \$1,100).

Some funds were secured for the project. Minnesota Office of Tourism and the MES Small Business Development Center provided some funding. The program was developed on a fee based format. From a \$12 per participant fee, \$10 went to offsetting project costs while the remaining \$2 went to local costs.

## **Marketing**

The marketing concept used was a two-tiered arrangement. The first tier was aimed at interesting communities or regions to host an "Explore Minnesota Hospitality" program site. A packet of materials was sent to likely hosts including county extension offices, chambers of commerce, convention and visitors bureaus, local technical institutes, small business development centers, community colleges and similar groups. The packets described the program, the responsibilities of the local sponsors, and sign-up information. The second tier of marketing was carried out by the local sponsors. The task of marketing to the actual program participants was the local sponsors responsibility. Sponsors were provided with a master brochure form to which they would add local information. The master form carried the program logo, and program information about the satellite teleconference. Local sponsors added the site location, and local program information, and reproduced the final product for distribution. These brochures were distributed to tourism, retail, and other businesses interested in hospitality and customer relations training. The program was primarily oriented toward employee hospitality training but was also useful to employers who were encouraged to attend.

## **Program Design and Content**

A Local Program Guide, was developed for use by the site coordinator and summarizes the various parts of the program. The televised portion was divided into two parts. Part one spoke in general terms about Minnesota's tourism industry, its economic importance, and the marketing efforts of the Minnesota Office of Tourism. It also contained a "hook" segment on "Why do I Need to Know Hospitality" to answer the "What's in it for me?" question. Part two provided hospitality training information and a motivational speaker at the end. The broadcast portions were scripted into short segments interspersing live speakers, pre-taped video, panel discussion, and live call-in questions.

Local program segments were suggested to complement the satellite program. Although none of these segments were mandatory, nearly all local sites used the suggested topics.

## **Results**

The program generated interest in 54 communities. However local sponsors or potential sponsors encountered many difficulties. As a result, 25 communities marketed the program and organized local programs. In the two days prior to the program, 6 communities dropped out due to lack of registrations. At the 19 sites that carried the program, there were 535 participants. The major difficulties were:

- \* Finding a program site location which had both the appropriate size and satellite receiving capability
- \* Fear of satellite technology. Many potential sponsors had no experience in satellite technology and were afraid to attempt to use it.

- \* Marketing problems. Employers would not commit to sending employees to the training due to choice of date, time of day, employee shortage problems, or were simply reluctant to try the program.

### **Evaluation**

Evaluations from participants were very positive. The satellite program was highly rated and most of the local speakers at the individual sites were well received. Overall it appeared that participants felt that the program was better than anticipated and well worth their time.

Evaluations from local sponsors showed problems. Most sites had smaller turnouts than was expected which, for some, caused budget problems. Several organizational problems also existed. The problems can generally be summarized in the following categories:

- \* Locating a site with satellite access
- \* Higher costs than anticipated
- \* More staff time than anticipated
- \* Need for more lead time for planning and marketing
- \* Late receipt of some program materials

### **Summary**

While the program was well received by participants, it was apparent that a simultaneous broadcast may not be a good method of program delivery. The program's videotapes have since been used in many communities for hospitality training. However a major problem exists in selling the concept of hospitality and customer relations training to employers. If this training is to make an impact, it must first be sold to employers who, in turn, must make hospitality and customer relations a higher priority within their business. Therefore, another program directed to employers is needed.

The use of television as a delivery method can be useful for hospitality training, although live broadcast may not be the most effective means. Videotaping, however, may be very important as a tool in teaching and demonstrating hospitality skills. The use of videotape should be combined with opportunities for participants to be involved in practice situations. This is needed in order for participants to internalize hospitality skills.

There is a continuing need for hospitality training in the tourism industry and retail trade. Improving customer relations may be one opportunity for increasing sales that is available to most businesses. Making improvements does not require large investments in equipment. Rather it requires a commitment on the part of the employer to make hospitality and customer relations a high priority.

## **INTERACTIVE VIDEODISC TRAINING FOR THE HOSPITALITY INDUSTRY<sup>1</sup>**

**Robert H. Borgatti and Daniel F. Nicolette  
Niagra Frontier Technical Assistance Center  
Niagra County Community College**

### **Abstract**

The Niagra Frontier Technical Assistance Center (NFTAC) has developed a prototype interactive videodisc to demonstrate how the medium can be used to provide hospitality skills training. "The Hospitality Disc: A Guide for Waiters and Waitresses in the Tourism Industry," was created to encourage support for the development of a comprehensive state-wide program of interactive training for all front-line service personnel in New York State's tourism industry.

### **Introduction**

Tourism is big business in the United States. In fact, it is now New York State's second largest industry, employing more than 600,000 persons. With every state vying for a share of this booming market, it has become apparent that success hinges on developing a reputation for providing courteous, professional service.

Research has shown that service personnel in New York need to greatly improve their hospitality skills if the state is to remain competitive and fully realize the economic benefits of this growing industry.

Recognizing this need, Assemblyman Matthew J. Murphy, chairman of the New York State Assembly Committee on Tourism and Sports Promotion, launched an effort to promote interactive video as the means to deliver this training on a state-wide basis.

NFTAC's prototype "Hospitality Discs," covers the topics of positive attitude development, verbal skills, grooming, body language, and how to deal with problem customers. The disc also features an audio enhanced glossary of multi-lingual (French, Spanish, Italian) food terms, greetings, and phrases, as well as a reference section on basic culinary terms and menu items.

<sup>1</sup>Previously published in the Proceedings of the 6th Annual Conference for Interactive Instructional Delivery, Society for Applied Learning Technology, Feb. 24-26, 1988. Orlando, Florida.

The program runs on the IBM Infowindow and NCR InteracTV-2 systems. It incorporates touch screen, dual-independent audio channels, and computer-generated graphics.

The videodisc program was designed, scripted, produced, and edited by Dan Nicolette and Bob Borgatti. Programming was performed by Kathy Voltz and Beth Lauzonis using the LS-1 and CDS-Genesis authoring systems.

### **Design Consideration**

The primary objective of this project was to "sell" the concept of interactive training to tourism industry leaders in New York State.

Although it was not necessary for the pilot to "train" in the fullest sense of the word, it was nevertheless important that it convey the style and form of an actual interactive training session. It was decided that a single target audience should be selected, but that a variety of topics and instructional design strategies should be demonstrated.

The group selected for the pilot was waiters and waitresses. These could be high school and college students in seasonal, part time jobs or persons of varying ages and backgrounds who make it their career. The one common denominator was that they were unfamiliar with formal hospitality techniques and unaware of the importance of their role in the economics of tourism.

Instructional objectives and topics raised in the program were based on extensive interviews with experienced restaurant service personnel and managerial staff and on hospitality concepts developed by Holly Nolan of the New York State Department of Commerce, Division of Tourism.

During the planning and development stage, the design recognized that training for this target audience should be delivered in as simple and unthreatening a way as possible. This maxim influenced both the design of the program and the ultimate configuration of the delivery system.

The "Hospitality Disc" was programmed to operate in two modes: as a sample interactive lesson for individual users and as a demonstration package for group showings.

To insure simplicity in the individual learner mode, information is presented in a logical progression from segment to segment. While each segment has "internal" menu options such as "see that again" and "get more information," the option of randomly selecting topics was reserved for the demonstration mode. Since the overall lesson is relatively brief, extensive menu-driven operation was seen as more of a hindrance than an aid to the user.

In the lesson mode the program flows as such:

1. Teaser
2. User Profile (Data Collection)
3. Welcome/Introduction
4. Attitude Development
5. Verbal Behavior
6. Glossary of Food and Beverage Terms, Foreign Phrases
7. Non-verbal Behavior: Body Language and Grooming
8. "On-the-Job" Training (Simulations)

Since it was known that many of the potential users of the interactive training would be unfamiliar with computers and perhaps even intimidated by them, it was important that the hardware be as user friendly as possible.

The obvious choice was a touch-screen system in which recognizable "computer" components are virtually transparent to the user. While the cost of such a system may have been appreciably higher, the main concern was to get conceptual buy-in from tourism industry leaders. Therefore, it was more advantageous to show an effective, easy-to-use system than one that simply costs less.

### **Production**

Initial authoring was accomplished using CDS/Gensis on the NCR InteractTV-II system. The program was subsequently re-authored for the IBM Infowindow using the LS-1 authoring language.

Both versions are completely touch-screen controlled.

Menu screen and other graphic displays were created in-house with PC Paint graphics software.

All video was shot and edited on Sony type 5 VCRs, employing longitudinal time-code on a modified 3rd channel audio track. This enabled the production/post-production activities to be performed entirely in-house, considerably reducing the costs. Careful control of scene lighting and video signal recording produced surprisingly good results, despite the fact that the laser disc was mastered from 3/4" videotape as opposed to the preferred 1" or Betacam formats.

Actors appearing in the program were non-professionals with varying amounts of experience in community theatre production. A few had experience with video performance.

The production benefited greatly from the use of a professional narrator who was able to convey enthusiasm, warmth, and credibility -- ingredients the program itself stresses as vital to hospitality.

Disc mastering was performed by 3M.

The overall cost of production was approximately \$10,000. This included actors' salaries, narrator's fee, props, set construction, costumes, additional production crew, videotape stock, and disc mastering and replication.

Salaries of the four members of the design/production team were not additional expense since all were full-time employees at Niagra County Community College.

### HOSPITALITY DISC PROJECT CALENDAR

	J	F	M	A	M	J	J	A	S	O	N	D
Research	■	■	■	■								
Scripting					■	■	■					
Programming						■	■	■	■			
Production								■	■	■		
Video Editing										■		
Revisions											■	
Disc Mastering												■

### The Design/Production Team

Dan Nicolette is project manager/designer for the interactive videodisc design/production team at Niagra County Community College's Technical Assistance Center.

As director of the office of Instructional Support Services for five years, he was responsible for introducing interactive video to NCCC through a state grant. His background included several years of TV production experience in both education and industry.

Mr. Nicolette holds a Master's degree in Education from the State University of New York (SUNY) at Buffalo and a Bachelor's degree in Speech and Theatre from SUNY Oswego.

Robert Borgatti, interactive videodisc producer/designer, collaborated with Mr. Nicolette on all aspects of the design and production of "The Hospitality Disc."

Prior to this project, Mr. Borgatti produced five interactive videotape programs on basic reading and study skills for NCCC's Learning Skills Center. These were the first interactive programs produced in the SUNY system.

As TV producer/writer for NCCC's Instructional Support Service, Mr. Borgatti produced more than 40 educational and promotional programs on a wide variety of subjects.

Mr. Borgatti has a Master's degree in Television and Film from Syracuse University and a Bachelor's degree in History from Niagra University.

Kathy Voltz is computer systems manager for the Technical Assistance Center at NCCC. She holds a Bachelor's degree in Physics from the State University of New York at Potsdam, a Bachelor's degree in Computer Science from Niagra University, and a Master's degree in Industrial Management from Clarkson University.

Elizabeth Lauzonis is a programmer at the Technical Assistance Center. Her degree is from Niagra County Community College.

Both programmers have experience with several different authoring languages and hardware configurations.

## **A DESCRIPTION OF THE TEXAS EXPERIENCE IN ORGANIZING AND WORKING WITH FESTIVAL AND EVENT CLIENTELE AND THE TEXAS FESTIVALS ASSOCIATION**

**Carson E. Watt  
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Texas Agricultural Extension Service  
Texas A&M University System**

The need to address the information needs of Texas festival and events managers and organizer was revealed in 1981 when the Texas Agricultural Extension Service (TAEX) and the Department of Recreation and Parks, the Texas A&M University System, cosponsored with the Discover Texas Association and the Texas Tourist Development Agency a community tourism development workshop. When the evaluations from the over 100 participants were reviewed, a large number of festival and event representatives were found to be in the audience. That was the beginning of a ten-year relationship with the festivals and events industry of Texas. An important key in that relationship has been an annual three day seminar held in February. That seminar was the catalyst which led to the formation of the Texas Festivals Association (TFA) Other accomplishments have included two special series of one-day regional festival and event seminars, three state-wide surveys of events, a series of event case studies, a number of publications targeted to event managers/organizers, numerous individual consultations with event organizers, several individual event studies and 10 to 15 regional workshops for event organizers.

The purpose of this paper is to describe a model used by the recreation and parks program of the Texas Agricultural Extension Service to focus and work with festival and event clientele.

### **The Model**

Much has been written in recent years about targeting clientele and developing programs which respond to their information needs. Indeed the whole environment of public service has been bombarded with the concepts of marketing and the need to focus on clientele needs in program development, service delivery, and evaluation. It is this clientele focus that has directed Extension programs targeted to festivals and events.

Early in the evolution of the work with events, the TAEX recreation and parks program group applied a model developed to conceptually guide program development and delivery (Wicks and Watt 1983). The model is shown in Figure 1. It has been an effective tool to help Extension staff evaluate the scope of educational programs for all clientele groups.

Clientele needs drive the model. In the case of event organizers, needs were determined through a variety of methods including:

- o Evaluation of workshops -- information gaps and specific needs were probed through post workshop evaluations and focus groups of participants.
- o Surveys of festival and event managers/organizers -- information needs were requested as part of surveys designed to describe the festival and event industry.
- o Advisory groups -- knowledgeable in the industry were asked to serve as advisors to Extension in development of programs, and they often served as key resource faculty in the delivery of programs.

Response to needs in the form of educational programs is the second phase of the model. The goal of this process is to match the educational resource capabilities of TAEX with clientele needs. As with most Extension target clientele, the needs of festival and event managers are diverse and extensive. The model illustrates a five-pronged approach to educational program response to festival and event manager needs. Priorities are given to the different methods based on perceived impact on clientele needs and organizational (TAEX) capabilities and resource requirements. The following discussion elaborates on the program delivery methods and their perceived benefits. Figure 2 illustrates the methods in order of their importance. It should be noted that these methods are not mutually exclusive and that they actually exist in a symbiotic relationship. One complements another. A program addressing clientele needs will necessarily have a mix of these methods and that mix will depend on the nature of the clientele being served.

### **Networking**

Developing networks that permit festival managers to assist each other by sharing their successful and unsuccessful experiences is the most desirable goal of Extension's efforts. "People Helping People," the TAEX service strategy, is best fulfilled when we can facilitate clientele in working together to solve common concerns. Information and ideas shared between managers tend to be highly valued because of the pragmatic nature of the information and the respect among fellow managers. This method is the most desirable for TAEX because it utilizes the clientele group itself in problem solving while generally requiring the least amount of TAEX resources.

Networking requires the initial step of establishing communication. In Texas, the annual festivals and events seminar initiated communications that led to the formation of the Texas Festivals Association. Liaison with TFA has been actively pursued as a means of gaining insights to industry needs and to strengthen TAEX's ability to be responsible to these needs. The goal is to foster opportunities for networking and to strengthen TFA's viability.

## Workshops and Seminars

Workshops and seminars are excellent for initiating and improving networking. In addition, workshops provide the following added advantages:

1. serve multiple needs of an audience;
2. provide opportunity for a variety of experts to be on hand;
3. provide immediate feedback to participants;
4. facilitate individual networks and joint problem solving;
5. allows the expertise and experiences of participants to be expressed.

The workshop setting provides an opportunity for disseminating and/or displaying written material from events and agencies and organizations. The TAEX annual seminar has had a "show case" of entertainment for about five years. The entertainment is donated. In 1989, the entertainment show case was combined with a trade show. Agencies and events displayed their materials, souvenirs, novelty items, posters, and brochures. Some events came in costume. It was a very successful part of the program.

The TAEX experience indicates that a number of generic topics are of perennial concern to festival managers. These include:

1. volunteer management;
2. marketing planning;
3. promotional techniques;
4. revenue control/budgeting;
5. programing ideas/methods.

The TAEX annual seminar has adopted a two track program, core and advanced. The "core" program has the above basic topics plus general sessions and group discussions. The "advanced" program changes from year to year and tries to focus on current issues and concerns of veteran event organizers/managers.

Defining training topics can be accomplished through clientele group advisory groups and workshop participant evaluations. Speaker selection is as important as the topic covered and the greatest care possible must be given to selecting persons for this role. Be careful to have "small events" represented in the faculty of speakers. Small events, in general, feel they have unique needs apart from larger events. Workshop participants expect to gather information and learn skills that they can immediately apply to managing their event.

The Texas Festivals Association is a cosponsor of all TAEX workshops and seminars for festivals and events. The board and individual members often serve as speakers.

### **Publications**

Providing festival managers with published information is another effective means of fostering self-help. Collecting and/or writing publications are steps in this information exchange process. TAEX uses a variety of methods to obtain needed publications. Faculty and students have contributed to the writing of these.

Publications from other countries, states and/or organizations are used to support programs. Canada, for instance, has an excellent basic planning publication (Beamish 1982). This is an area that state Extension services can effectively cooperate.

Sharing publications and knowledge of other sources can be extremely valuable and time saving.

### **Special Studies and Database Management**

The lack of descriptive data on fairs, festivals and special events led TAEX to conduct several surveys and foster other studies by faculty and students to develop a knowledge base on events in the state. Establishing and maintaining data bases is an important objective in the quest to provide managers with comparative data from similar events that may be used for self-evaluation and to trace changes in event management and operations. Individual events have contracted with faculty to conduct studies of their events. TAEX often serves as a facilitator in these special studies. The Texas Festivals Association currently makes an annual contribution from the sale of donated novelty items to support future studies. This is another area where Extension programs can benefit from sharing information. It would be even more valuable to collaborate in the development of multi-state research programs designed to describe festival and events on a larger than state basis.

### **On Site Consultation**

This method is least preferred in meeting TAEX agency goals, i.e., responding to the needs of the festival and event industry. On-site consultation has therefore been limited to networking with local event managers who are willing and can provide individualized support to their peers. The Texas Festivals Association was organized with this as a major objective. On-site consultation is a high cost service for TAEX and the benefits only accrue to the one event. It sometimes works out for faculty to be responsive to individual event needs. This is especially true when their needs mesh with the need for class projects or better still, when publishable papers result.

## Summary

The TAEX model is used as a conceptual framework for responding to festival and event clientele needs. Festival and event clientele are a diverse and enthusiastic group. Responding to their needs alone could consume the time and resources of an entire Extension tourism and recreation program. Responding to the needs of events requires an approach that permits an effective response without being all-consuming. A state festival association is an important vehicle for creating a responsive network within the industry itself.

In Texas, the Texas Department of Commerce (TDOC) Tourism Division, is actively supporting festivals and event organizers. TAEX shared resources with TDOC when they were developing materials for one-day seminars which they have been conducting around the state. As other organizations see a role they can play in responding to festival and events needs, TAEX happily moves aside to other areas of need.

Currently, TAEX and TDOC are developing a joint research program to address two needs. One is the need to be able to describe the Texas festival and events industry and its economic significance. The other is the need to develop guidelines for event to survey their customers and obtain information for marketing planning, product development, and impact assessment. It would be valuable to expand this program to include other states. This national Extension workshop on tourism has effectively demonstrated the need for Extension "networks" to share information on festival and events.

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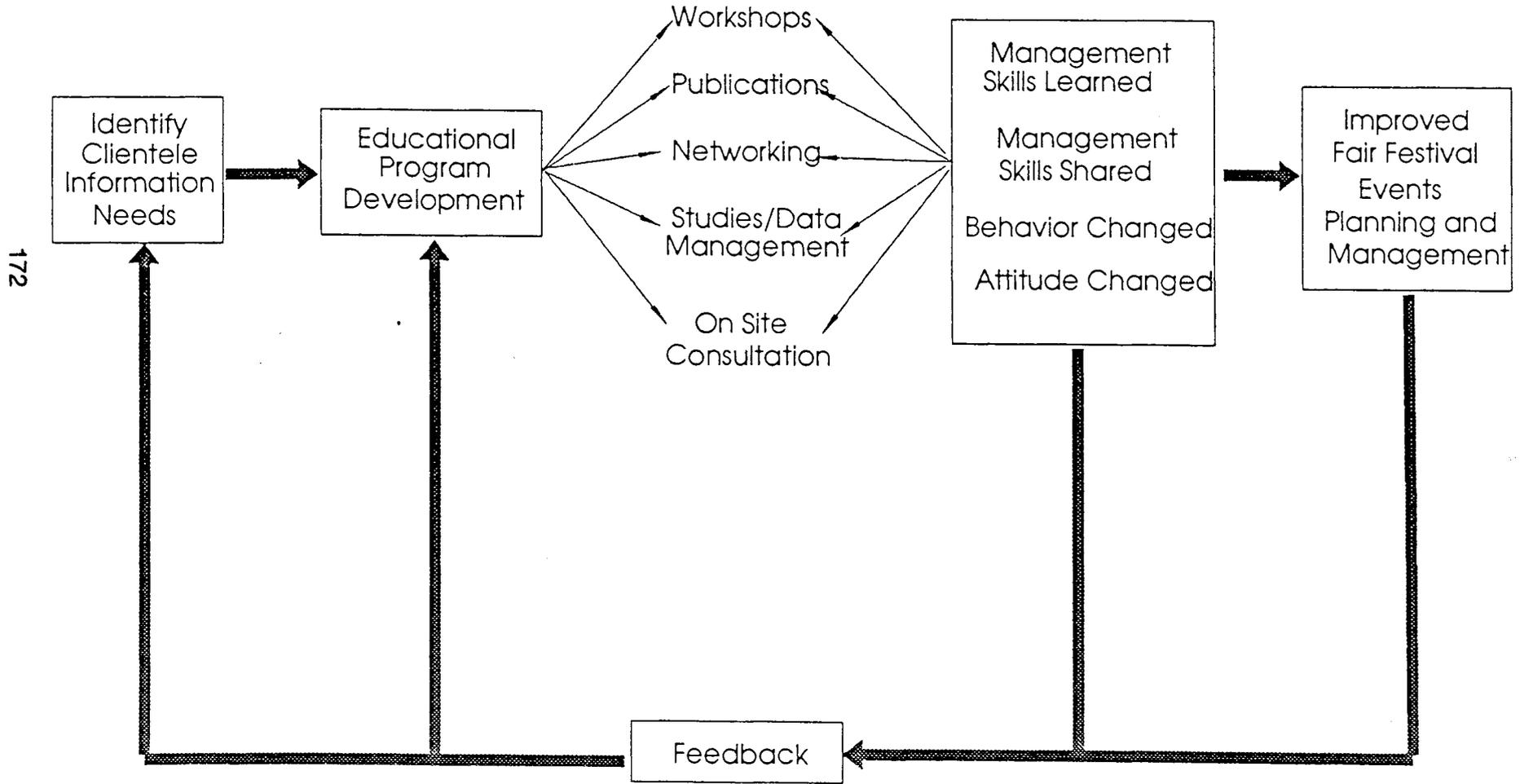
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Figure 1  
Paradigm for Responding to Clientele Educational Needs



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## FIGURE 2

### Five Pronged Approach to Assisting Fair, Festival & Event Managers

Program Method		Objective
High Priority	1. Networking	Create and strengthen organizations that will permit clientele to act collectively and foster group problem solving and information exchange
	2. Workshops	Provide intensive training opportunities for multiple audiences with the opportunity to learn from others
	3. Publications	Write, collect and disseminate information to large number clientele for their self help
	4. Studies/Data Management	Collect and analyze survey and other data for use by fair, festival and event managers
Low Priority	5. On Site Consultation	Respond to individual event problems

## **DEVELOPING A FESTIVAL AND EVENT INITIATIVE**

**Larry Simonson  
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### **I. Introduction**

The major power of tourism is found in the "Attraction Base -- those things that give visitors a reason to come to, or stay longer, in a community. Cultural resources that can be deliberately developed and manipulated are becoming increasingly important as building blocks in community tourism development. Among the ideas undergoing rapid evolution is Festival and Special Event growth and enhancement.

More than 1,200 community festivals or special events have been identified in Minnesota and are currently promoted by the Minnesota Explorer published by the Minnesota Office of Tourism as well as in local and regional publications and media of all sorts. Collectively they provide real substance to the idea of providing "things to see and do" for visitors.

Several discussions with Minnesota Office of Tourism (MOT) staff suggested that those working with these attractions had little opportunity to network, share ideas, and enhance the entire endeavor of Festivals and Special Events. The MOT was totally supportive of the idea of developing an initiative to work with the "industry."

Through the Extension Service "network" it was possible to discover what some other states were doing in Festivals and Special Events educational work. I attended a statewide seminar conducted by Texas A&M University and came back with encouragement to proceed with a related program in Minnesota. Following are the steps the Tourism Center took for the next two years as we began this work.

### **II. Chronological Steps in the Initiative**

1. Exploratory questionnaire to 120 festival special event leaders asking: Do you want a seminar? Would you attend? What would you like for program content? 100 even responses gave the mandate to proceed, but a few said "no, we are too busy, no dollars available for meetings."
2. A committee was established to develop an action program, 3 meetings were held (joint venture MOT, Tourism Center).
  - a. Explore program timing, content, location, identify speakers.
  - b. Consider idea of an association to be put before audience.

3. Conduct first statewide seminar, June 1988.
  - a. Topics and speakers based on survey and committee action (above)
  - b. Key elements: "networking" with Carson Watt, Texas A&M and a long term festival leader (retired) to help stimulate festival association discussion.
  - c. 75 attended from all over Minnesota, large and small festivals
  - d. Developed "resource manual" with expansion room for subsequent materials, research reports, etc.
4. Follow-up: First seminar resulted in an effective committee and a vote to proceed with plans for:
  - a. Festival association
  - b. Second annual seminar
5. Committee action (4 meetings)
  - a. Tentative by-laws from Texas Festival Assn and Convention and Visitor Bureau Assn
  - b. Program and location suggestions for next seminar
  - c. Tentative candidates for an interim board of directors
  - d. Participation in three regional festival workshops
6. Second annual seminar, March 1989. Positive evaluations
  - a. Key networking speech - Dr. Pat Borich
  - b. Unanimous vote for association, "Minnesota Festivals and Events Assn"
  - c. Election of slate of directors and organizational meeting of interim board of directors
  - d. Scheduled meeting by interim board, MOT, Tourism Center
  - e. A "mini" Oktoberfest, an evening showcase of a mini-Oktoberfest
7. Survey prior to second event to probe the state of the art in festivals and special events. Reported to seminar by John Sem.

### III. Conclusion

Besides the procedure outlined, a few advisory comments are in order based on the Minnesota experience.

1. Make sure the "politics" are right. Learn who the key actors are and secure their support.
  - o Key resource people and respected known entities in the festival movement
  - o Appropriate interests in state government beginning with the Minnesota Office of Tourism
  - o The use of a preliminary questionnaire proved valuable in generating some preliminary information, program content development, pre-selling participation in the program and creating awareness about the Tourism Center role with Festivals and Special Events
2. With an Interim Board of Directors, slate of officers, and tentative by-laws in place be prepared to "let go" at least partially.
  - o Offer support and service in research and educational program development and conduct.
  - o Provide an interim communications link between festival/events until association can accomplish this on their own.
  - o Make sure the new interim board knows they can rely on you when and as they need support.

## **THE FOREST SERVICE'S ROLE IN NATIONAL RESOURCE MANAGEMENT FOR TOURISM**

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The national forests of our nation have long been managed for recreation. Because of the multiple use aspects of national forest management, many visitors return to the forest each year and sometimes make a number of visits during a single season. This multiple visit factor is significant, particularly when comparing the use of national forests to other destination outdoor recreation opportunities. The same people may ski on the national forest in the winter, collect mushrooms in the spring, fish and hike during the summer, and hunt deer in the fall. For most Americans the national forests are located some distance from their homes; thus, they tend to stay a relatively long period of time as compared to other outdoor recreation providers.

The national forests provide the American people the unique opportunity of vast, beautiful lands that they can use for recreational purposes with a minimum amount of regulation. National forests need not compete against private, state, or local recreational opportunities. Each public agency and private recreational supplier have their own "niche" of special activities and facilities they provide best. While a certain amount of competition is healthy, because of location and the natural resource base, a variety of recreational providers will allow the consumer a variety of activities and levels of facility development from which they can choose.

The national forests have been the catalyst for changing the outdoor recreation habits of our nation. The use of primitive lands for solitude and wilderness is an example. However, in some cases, the Forest Service has reacted to new trends rather than providing leadership. The high demand for "white water" river use, trail bikes, cross-country skiing, and off-highway vehicle use are examples of activities that caught the Forest Service in a reaction mode rather than a pro-active mode. A closer tie with the outdoor recreational equipment industry may be a means by which the Forest Service and other land-managing agencies can keep tuned to new trends and activities. The highly competitive recreation equipment industry does not always like to make their sales information available because of the competitive market; however, some type of yearly meeting with the industry would be appropriate at either the national or regional level. The tourism industry, the public, and the equipment industry would benefit from such an exchange of information.

I would like to introduce a new word to describe a new type of recreation user that should be of interest to the tourism industry. I have created a new category of national forest recreation user that I am calling the "Holidome Recreationist." This user visits the national forests during the day, and stays in the nearest full service motel at night. Let me profile this user: A middle class family with two children and both parents working at full time

jobs. They find it impossible to coordinate their vacations for two weeks at a time so they use three-day extended weekends for family vacations. These vacations usually occur more than once a year. The mother is not very excited about sleeping in a tent and cooking over a fire on her vacation, so they spend the day fishing, hiking, and sight seeing. The family stay at an Inn at night where they have access to a swimming pool, restaurant, electronic games, and a soft bed. Some of us just don't understand why people don't like to lay on the ground at night, enjoy the insects, and cook over an smokey open fire. As facetious as my remarks appear to be, this profile is a growing segment of the national forest recreational user.

Statistically the Forest Service has experienced either a level use pattern or a slight decline in camping use over the last decade and a steady increase in day use. During the same period, use of trailers, usually by older or retired campers has increased.

Lieutenant Governor Johnson from the state of Minnesota made a statement in St. Paul during the hearings for the President's Commission on Americans Outdoors that showed a great deal of insight. She said "If you want to improve the economy of the depressed Iron Range Country in Northern Minnesota, improve the fishing." There are some simple truths associated with that statement. A high percentage of our population likes to fish and fishermen are willing to spend money. That money can create a number of service related businesses in local communities. People will find areas that have good fishing. Tourism will thrive when good fishing is available, especially when good fishing is combined with a good marketing plan. In Minnesota 47 percent of the adults purchase fishing licenses. That is not a bad base level of interest from which to start marketing.

The tourism industry has made mistakes in their approach to featuring the national forests in their advertisements. There has been little interest in featuring national forests as part of their "packages"; but more importantly, when national forests were mentioned the information featured facilities rather than activities. Most of the time the information provided to the tourist was a listing of campgrounds, visitor centers, lakes, streams, and miles of trails in a brochure. The truth is, the Forest Service has also tended to approach their public information materials the same way. While some emphasis on facilities is desirable and necessary, it represents only a small segment of the recreation opportunities of interest to the public. In many cases we have failed to inform the public of the availability of recreational opportunities that are of particular interest to the public such as opportunities to view wildlife, fishing, driving for pleasure, and a myriad of other activities. It is impossible to list all of the recreation opportunities available on lands within a national forest; however, the following partial list may be helpful to understand the unique opportunities available on the national forests that may not be available on other public lands:

- Berry picking
- Mushrooming
- Firewood gathering
- Cave exploration
- Mountain climbing

ORV Use  
Driving for pleasure  
Trapping  
Hunting  
Orientating  
White water canoeing  
Hiking  
Wilderness use  
Snowmobiling  
Downhill skiing

The important social and personal benefits resulting from national forest recreation comes from the activity. The tourism industry should focus its efforts to stress the variety of unique outdoor recreational opportunities available in the national forests. The national forests should not be marketed as a single entity; but rather, the recreation opportunities afforded by other public agencies and private providers in the same area should be part of any marketing effort.

## **PARTNERSHIPS IN INTERPRETATION ON THE SUPERIOR NATIONAL FOREST<sup>1</sup>**

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**Abstract.** -- The Resort Naturalist Program, conceived in 1984 on the Superior National Forest, is a unique partnership between the public and private sector. The Forest Service, area resorts, and interpreters cooperate to enhance visitor's experiences while informing them about natural resource management.

The Resort Naturalist Program on the Superior National Forest in northeastern Minnesota is an example of a highly successful partnership between the public and private sector. Area resorts provide room, board, and sometimes a stipend to naturalists (frequently student volunteers) and in return receive interpretive services for their guests. The naturalists contribute their time and talents in exchange for training, experience, and often college credit through an internship. The Forest Service recruits, trains, and provides ongoing technical assistance and information about area activities, natural resources, and Forest Service management. The Forest Service indirectly provides enhanced recreation opportunities to Forest visitors and also receives a valuable byproduct -- an informed public.

### **Program Evolution**

Although it would seem likely that this decentralized interpretive service delivery system was developed in response to the recently released National Recreation Strategy for the Forest Service or as a spinoff to integrated resource management, it actually had more humble beginnings several years ago. Steve Hoecker, then Wildlife Biologist on the Forest's Gunflint Ranger District, began formulating plans for such a program after listening to a growing number of summer visitors lament that there was very little to see and do on the Superior National Forest. He knew it was time to reevaluate our service to the public after one particularly disappointed gentleman told him that all he found while traveling up the Gunflint Trail out of Grand Marais was a 55 mile dead-end, black-topped road when he expected something very special, different, and unique. Steve knew the saddest part of this story was that the Superior was very special, different, and unique with a diversity of opportunities, but the visitor just didn't know it.

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<sup>1</sup>Paper modified from presentation given at Society of American Forester's Region V Technical Conference held in Duluth, Minnesota from November 29 - December 1, 1988.

As the largest supplier of outdoor recreation in the world, the Forest Service invests heavily in facilities such as trails, campsites, portages, and other improvements which are necessary to develop and support recreational opportunities on the forest. However, a tremendous potential exists to improve the quality of the recreation experience or to expand beyond these specific limited physical facilities into land areas which emphasize other resources through "softer", non-physical elements of recreation management. Unique forest attributes (such as its roadless, undeveloped character, the boreal ecosystem, wildlife, cultural heritage of the voyageurs and other early fur traders) and even some not-so-unique management activities can be actively woven or integrated into visitors' recreation experiences. We sometimes assume that because these special inherent attributes exist, they are implicitly incorporated into recreation activities; or, even more often, we assume that because an area emphasizes timber or wildlife management it has little or no recreational value.

The disappointed visitor who stopped by the Gunflint Ranger District office was probably aware of the physical facilities but, as eager as he might have been to learn more about and experience the area, he found himself in a very foreign environment. Unable to look beyond the "dead-end, blacktopped road" on his own, the additional opportunities were lost to him and his experience became a very superficial one.

Looking for a way to add richness, depth, and quality to forest visits by bridging the gap between facilities and experience levels, Steve realized there was a need for expanding interpretive services on the forest. At the same time he knew such a program would be difficult to justify in terms of time, budget, or personnel because interpretation is often viewed as a much less tangible component of recreation management than trails, campsites or portages. Considering this hurdle and the objective of improving customer service, a partnership approach was envisioned between forest managers and local resort operators. This vision was realized in the summer of 1984 when the Resort Naturalist Program was instituted at seven resorts along the Gunflint Trail and north shore of Lake Superior. At summer's end, all partners and participants agreed that the program was an unqualified success, and it has since grown to include eighteen resorts on the Superior and two on the Chippewa National Forest. That's more than most National Parks have on staff and is the largest concentration of field interpreters on any National Forest. Other resorts in northeastern Minnesota are anxiously awaiting their turn to be accommodated, and plans are underway to establish the program in other parts of the country. The program works -- through this approach we are able to reach over 10,000 forest visitors each summer through quality, personal contacts.

### **Advantages of a Decentralized, Partnership Approach**

The program requires minimal capital investment for facilities. Visitor centers are not necessary; the decentralized infrastructure necessary to support the program already exists in the form of resort complexes, geographically distributed across the forest. Although each has its own personality, character, and orientation, they all have an environment and atmosphere that's extremely conducive to interpretation and environmental education. Small group activities in the lodge, around the campfire, and

on the trail encourage questions and discussion. Because the naturalist lives on site, they develop a relationship with the resort owners and staff which enhances programming and encourages resort guest participation. Their visibility increases the likelihood that their services will be used and their availability makes their services more convenient for the forest visitor by eliminating their need to travel several miles alone in an unfamiliar environment at a time that may not fit their schedule. The on-site living arrangement also allows interpretation to be more personal. In some instances, the naturalist may become a family's personal guide for an activity; other times, special programs can be scheduled to fit guest's specific interests or needs. Such an approach could be uneconomical or impractical at a large, centralized interpretive facility.

An additional advantage of having the naturalist live on site with the visitors is that they can build rapport and credibility over a period of time which facilitates chronological progression in their programming. Each interpretive activity incrementally moves the participant along a spectrum of understanding. This makes it possible to address more complex subjects in greater depth than a one-time program at a park or visitor center. Programs throughout the week can be related and reinforcing, leading to a greater understanding and permanence of learning.

The decentralized approach provides for a greater environmental impact per unit of effort, All other factors being equal, a more representative cross-section of the public is reached through this program as compared with traditional nature centers. Generally, people that frequent nature centers and environmental camps already have an interest or predilection toward nature study and are more likely to have a "heightened environmental awareness," The Resort Naturalist Program offers a chance to introduce this topic to a whole segment of our population that may never have had the opportunity before.

The most distinguishing strength of the Resort Naturalist Program lies in the ability to combine the benefits of the decentralized on-site services discussed above with a strong support and communication system between naturalists that are geographically isolated at their respective resorts, The Forest Service plays a pivotal role in forging a strong, cooperative network from a number of single, potentially independently operating entities, Through a biweekly naturalist newsletter, edited by Forest Service staff with input from all partners, ideas and skills are freely exchanged; successes and failures shared. Additional technical support comes in the form of resource information through district staff specialists (wildlife biologist, soil scientist, silviculturalist) and an inventory of interpretive materials (books, films, videos, exhibits, and mounted animals). By maintaining a positive, flourishing link between partners, this delivery system combines the best elements of a centralized and decentralized organizational structure,

### **Interpretive Programming**

Programming is as diverse as our National Forests and the issues surrounding their management. It's flexible enough to adapt to each resort's philosophy, clientele, and special character as well as the individual naturalist's interest, experience, and abilities. All activities, however must fall within the framework of what's unique, special, and

distinctive to the local area. At first glance, it may appear that programming follows a traditional course with demonstrations, skill building activities, guest speakers, films, hikes, and tours. But it's soon obvious that the activities go beyond a basic "show-me" trip, focusing on entertainment, as the naturalists lead tours of local sawmills; tell the story of endangered species as they take groups howling for wolves at night, observe a bald eagle's nest, or view logging operations and talk to the logger; bring groups on blueberry picking outings where they introduce the concepts of prescribed fire, fire ecology, plant adaptations to fire, and blueberry management; canoe rivers to observe and photograph wildlife; arrange trips for groups to active archaeological digs to learn from the forest archaeologist how past cultures survived, and to learn about the role of cultural resources in the Forest Service. By discussing the "whys" along with the "whats," interjecting related policy issues, and explaining Forest Service management practices, visitors come away with a greater appreciation, understanding, and caring for the resource, as well as having fun!

For example, rather than send or take visitors on an old back road in hopes of seeing a moose, a Forest Service wildlife biologist and resort naturalist set up a canoe route on an easily accessible, shallow, weedy river that harbored high moose numbers. Not wanting to unrealistically raise visitor's expectations of seeing a moose, they billed the trip as a wildlife observation outing knowing that there was also a good probability of seeing loons, osprey, eagles, and beaver. Although most groups got within 75-100 feet of a moose to take pictures and observe its habits, the naturalist also made sure they understood more about the moose itself and why it was located in that specific area. Before paddling the river, the groups were taken to a vantage point where they could overlook several square miles of land and talk about a "recipe" for good moose habitat. They could see extensive timber harvesting in the background and learned that the cut areas were prime feeding ground in the late fall and early winter when moose require 40-50 pounds of browse per day to survive. They talked about the shape and size of cuts, buffer areas left along the river, and the lowlands with thick conifer cover that would provide moose with necessary shelter to survive -20 and -30 degree temperatures in the winter. Finally, they saw the extensive wetlands that served as the gigantic salad bowl for the moose in the summer months. In preparation for what would come later, the visitor received an excellent introduction to integrated resource management!

Another management activity where the resort naturalist played an important role is the peregrine falcon reintroduction effort on Minnesota's north shore of Lake Superior. While this project enjoyed wide public support, two segments of the public were concerned with possible negative impacts to their interest. Duck hunters were worried about competition of "their" ducks with the falcons; and birdwatchers felt these "killer birds" might decimate local songbird populations. Through naturalist presentations it was acknowledged that peregrines were bird hawks and they do take ducks, but it was also related that, historically, there were never more than 8 pairs of falcons nesting along the entire north shore of Lake Superior. Program participants realized, at such population levels, falcons would not significantly affect waterfowl or songbird numbers. In this instance, public involvement was simply to more fully explain the likely impacts of effects of the project. The payoff? Peregrines nested and fledged young on Minnesota's north shore this past spring for the first time in over 25 years.

It would be difficult for a visitor to northeastern Minnesota to miss activities associated with timber harvesting. The Resort Naturalist Program satisfies their curiosity by providing tours which show harvest areas, independent contractors in operation, trees stacked and waiting to be transported, and reforestation areas where they can discuss natural versus artificial regeneration. This often is supplemented with a sawmill tour where they have additional opportunities to ask questions about resource management.

As the nation's population becomes more urbanized, people become further removed from the land. They lose the connection between the logging truck and the paper and building products used in their homes. At the mill, they see a first hand account of round logs being transformed into square boards and follow the progress from debarking to sawing, grading, drying, and planing. This activity often continues with a trip to the mill's scrap heap to collect enough lumber for each participant to build a birdhouse which opens the way for discussion related to birds and their nesting habitat. Throughout the tour there are lively exchanges about costs associated with harvesting, clearcuts, and other controversial issues; but afterward participants know where boards come from and why it's necessary to cut trees. They also learn that, through prudent management, a forest can provide both recreation and timber products.

The field aspects of this tour proved to be so popular that the Forest Service and Hedstrom's Lumber Mill in Grand Marais teamed up to develop a self-guided interpretive driving tour of forest management activities called The Forest Mosaic: Working with Nature. Using a booklet with numbered topics keyed to signs along the road, participants learn how forest vegetation changes over time under the influence of natural forces and human activities and how different wildlife species use different types and ages of vegetation.

Another outgrowth of the Resort Naturalist Program is a new recreation experience on the Superior National Forest termed "Exploring Traces of the Past". While lectures and slide shows about the cultural resources on the Forest are enlightening, naturalists often find that there is nothing more effective than visiting an archaeological excavation in progress. Visitors are given general information on the prehistory of the area, an indepth explanation of the site, an introduction to archaeological techniques used in the excavation, and they have an opportunity to see and touch archaeological materials which had been recovered on-site. Via this outdoor classroom they also have the opportunity to observe demonstrations in flint knapping and pottery making. The program obviously provides the public with an enjoyable educational experience but it also brings them from a point where they are very surprised that the Forest Service is involved in archaeology at all to an understanding and appreciation for our management of cultural resources. Visitors realize that the Superior National Forest contains a long and complex history, that archaeology is a meticulous and precise science, that cultural resources are very fragile and site destruction through vandalism is analogous to tearing pages out of a history book, and that cultural resource management is integrated into many other programs in the Forest Service.

## **Resources**

At the program's inception in 1984, resources were limited to what the Forest Service, resorts, and naturalists already had available or could easily and inexpensively locate. Since that time, there have been many enhancements as a result of new partnerships. The Northwoods Audubon Center, for example, provides a four day pre-season session each spring which helps the naturalists develop their delivery, introduces them to the area's flora and fauna, and begins the networking process by instilling a sense of camaraderie among the participants. They are each given a 200 page naturalist's handbook, an invaluable reference for on-site questions and ideas, which was produced specifically for this program through funding by the Quetico-Superior Foundation. In 1987, the Blandin Foundation awarded a grant to develop a Junior Naturalist Program with workbooks, patches, and certificates for children aged 5-11. The program is designed to teach natural resource management, promote ethics, involve the child and parent in self-discovery activities, bridge the vacation/home experience, and encourage participants to return in subsequent years. The four booklets now available were such a success that two more will be added to the series for children and a separate booklet will soon be available for adults. The Blandin funding, channeled through the Northwoods Audubon Center, also has been used to support naturalist recruitment, promote expansion of the program to other resorts in northeastern Minnesota, and to begin to explore ways of replicating the program in other parts of the country. Through a generous grant from the Lake States Interpretive Association last year, the resource library maintained by the Forest Service and available to naturalists has been increased by many new videotapes, books, activity guides, and interpretive tools. Finally, the Minnesota Department of Natural Resources provides a "Loons on Loan" traveling exhibit to the Resort Naturalist Program during the summer months when it is not in use by public schools.

## **Benefits**

Superior National Forest visitors clearly benefit from the expanded recreation opportunities provided by this program. Because of the forest's remoteness and distance from major population centers, a large segment of users camp at Forest Service facilities or stay at resorts. The naturalist network enables them to easily obtain specific, up-to-date information on hiking trails, canoe routes, berry picking areas, and other activities that respond to their often asked question: "What is there to see and do?" Some visitors are apprehensive about getting out on a trail alone, fearing encounters with animals, concerned with getting lost, or lacking the necessary experience. The naturalist teaches skills, guides, and interprets to break down barriers making it easier for them to venture out of the resorts and campgrounds and into new areas of the forest. The intensity or quality of a recreation experience is often related to its degree of contrast from routine, everyday life -- the resort naturalist program provides a comfortable link to activities which provide this contrast.

The program offers tremendous training and development opportunities for the naturalists as well. At many interpretive facilities, summer programs are fairly fixed, structured, and

repetitive, offering little opportunity for growth, development, initiative, and creativity. Since naturalists are the entire interpretive staff at the resort, they are involved in all aspects of the interpretive system from programming, to scheduling, promotion, delivery, evaluation, and feedback. However, because of the support provided from the resort owners, Forest Service, and other naturalists, they are not isolated. The wide variety of interpretive possibilities, the interpretive setting, and the existing support system provides a rich and productive learning environment. There also is the possibility of what commonly has been a volunteer opportunity evolving into a paid position. In 1986, one of the seven resorts involved in the program near Cook, Minnesota paid a naturalist's salary; the following year three more followed suit and the trend continues. Resort owners are recognizing the value of interpretive programming for their guests and are willing to pay for it.

The primary value of the program to resorts relates directly to economics. The resort owners realize that interpretive services for their guests makes good business sense. Looking to appeal to a wider market as well as providing alternatives when the fish aren't biting or the weather is bad, resorts are diversifying from a "fish camp" mono-culture focus to a more varied offering. Their guests now pick blueberries, harvest wild rice, observe and photograph unique wildlife and hear wolves howl. Participating resorts have found that their guests tend to stay longer, are more likely to return the next year, and are assisting them in promoting the resort through word-of-mouth advertising.

The Forest Service gains a powerful public involvement tool with the program. The resort naturalists are part of a two-way communication system between the Forest Service and the public. Historically, there have been outcries over the visible results of some of our management practices -- timber harvesting, mineral leasing, new recreational areas -- most often because the public doesn't realize the research, planning, and balancing that's involved. Their misconceptions about the agency and its management practices can result in poor community relations, negative press, thoughtless vandalism, or user contempt for the resource. Naturalists help reduce these roadblocks to management by educating the public on the rationale behind the decisions, explaining multiple use concepts, encouraging protection of fragile resources, and teaching the basics of natural resource management. Fortunately, through this program, the public can also give us input before decisions are made. As we hear what the public is thinking and how a new project might be received, we can identify concerns and potential conflicts early in the project design phase when there is still the opportunity to mitigate potential impacts and review alternative courses of action. Finally, the program helps us monitor the Superior National Forest's Land Management Plan by providing a vehicle for the public to tell us about our standards and guidelines. By listening to and learning from our users, we can measure our progress and make adjustments as necessary to assure that we stay "on track" with the plan.

The most far-reaching benefit of the Resort Naturalist Program is the means it provides for the Forest Service to integrate recreation with other resource management areas. In response to the Report of the President's Commission on Americans Outdoors, the Chief of the Forest Service has asked us to "get the American people and their lands together on a way that best meets their growing and everchanging recreation needs." In the early

days of the Forest Service, we could always send new, conflicting, or growing uses to the "other side of the mountain." Today, there is no other side of the mountain. Increasing people and increasing pressures on a finite land base has forced us to meet the chief's challenge by providing for recreation experiences in areas which are already being managed for other resources. The Resort Naturalist Program facilitates this integration with a great deal of success.

Forest Service people have always been known for their dedication to "caring for the land and serving people" -- our basic mission. Through innovative partnerships such as the Resort Naturalist Program, we'll soon become known as the people who routinely integrate land stewardship with superb customer service to strengthen and round out multiple-use management on the National Forests.

**INCREASING OPPORTUNITIES FOR TOURISTS TO  
ENCOUNTER WILDLIFE:  
ENHANCING PARTNERSHIPS BETWEEN PUBLIC  
RESOURCE MANAGERS AND THE TOURISM INDUSTRY**

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Americans value wild animals for more than hunting alone. In fact, the importance of wildlife for nonhunting recreational purposes is growing proportionally faster than for hunting, trapping, and fishing. These nonhunting activities, like observing wildlife, take place not only in public preserves such as national parks, state and federal wildlife refuges, and national parks but also in backyards, on farms, at zoos, on golf courses, and at resorts campgrounds.

We Americans invest millions of dollars for the enjoyment of nongame birds. Major expenditures go for birdseed, binoculars, and camera equipment. Important related spending is attributed to transportation, lodging, and food.

Several factors have influenced the changing role of wildlife for recreational purposes in the United States--(a) a shrinkage in the accessible land base for hunters; (b) an expansion in agricultural acreage and urbanization resulting in a reduction in wildlife habitat; (c) a decline in rural population, where hunting values had their origins; (d) a decline in public hunting areas located relatively close to population centers; (e) a decline in the quality of hunting experiences, caused in part by crowding; (f) an increase in the number of people joining conservation and outdoor recreation organizations; (g) an increase in the number of rural private landowners posting their land "No Hunting"; and (h) an increased effort by antihunting interests to solicit public support.

Over the past several decades, numerous studies have shown that encounters with wildlife add important tangible satisfactions and benefits to peoples' outdoor experiences. Most research has focused on the role of viewing the animal itself. Almost no attention has addressed the role of observational wildlife activities such as listening to animal sounds, identifying tracks, and exploring a vacant den.

### **A Mandate for Tourism Providers**

Commercial tourism providers and natural resource managers should view the growing popularity of wildlife for nonhunting purposes as an opportunity--perhaps a mandate--to expand their recreation and leisure programs. Traditionally, tourism providers generally have neglected the role of wildlife as a legitimate attraction for the tourist market--with the exception of hunting and fishing. Resource managers have focused their wildlife management activities to assure that the supply of wildlife meets the demands of hunters,

anglers, and trappers. Developing ways for the tourism market to obtain enjoyment from seeing or hearing wildlife has not been an important part of either groups' management thinking until very recently, except to a limited extent in national parks and some other preserves.

The potential for both the commercial and public sector to work in partnership to enhance these opportunities is seemingly unlimited. A wide variety of wildlife experiences and benefits needs to be offered to a wide segment of the public.

### **Many Types of Nonhunting Wildlife Experiences**

Encounters with wildlife should be thought of as much more than simply viewing animals. Visual encounters include such activities as photographing, sketching, or painting pictures of animals, or studying behavior. Other visual activities include seeing only evidence of animals--scats, tracks, antlers, bones, or signs of browsing. Listening to animal sounds and, perhaps, recording them also is growing in popularity. Even if their chances of seeing wildlife or seeing evidence of their presence are slim, just being in an area where animals are known to live can be rewarding and could be marketed as a tourism resource. Another aspect is the vicarious enjoyment derived through books, art prints, films and television, and postage and migratory waterfowl stamps.

Nongame birds and animals as well as game species are important to nonhunting experiences. These experiences occur not only in urban and suburban areas, national and state parklands, and other areas closed to hunting, but also in areas open to public hunting. Perhaps we too often think of animals (especially large ones like moose, deer, and elk) solely as game when, in fact, they can be an important aesthetic attraction for the recreating public as well.

### **Increasing Opportunities for Wildlife Encounters**

We should not assume that people interested in encountering wildlife will know how to find them. The opposite situation probably is a more accurate one. Most people simply do not know what opportunities are available to pursue wildlife in a given area. They need help--in knowing what activities might be possible, what animals are present, how to find them or evidence of them, and a basic understanding about animal habits and habitat.

There are numerous ways for resource managers and the commercial tourism industry--such as resorts, campgrounds, bed and breakfasts, and inns--to independently or in cooperation expand opportunities for the public to encounter wildlife. Some of these are:

- \* Habitat manipulation--timber harvesting, managing forest openings, and prescribed fire can be used to diversify vegetation along roads and trails.

- \* Licks and feeding sites can be creatively designed to attract selected wildlife but which are not portrayed undesirably or unnaturally.
- \* Platforms, blinds, and other devices can be constructed to aid viewing.
- \* Imaginative hiking/walking trails and vehicle roads--long and short, difficult and easy, remote and accessible--can be developed to match differing desires, tastes, and abilities of users. Participants in such activities could guide themselves or be accompanied by naturalists. Innovative guidebooks, brochures, and signs are needed to provide the highest possible benefits. Guided excursions could be led by employees of tourism enterprises or public agencies, or by volunteers. Trips could be free or at the users' expense. Airplane, boat, raft, snowmobile, and dog sled safaris could provide novel experiences.

The idea of partnerships between public resource managers and innovative leaders in the commercial tourism sector to provide opportunities for guests at resorts and other establishments to encounter wildlife is not new. Nevertheless, there are few success stories. One excellent example, however, is the Resort Naturalist Program on the Superior National Forest in northeastern Minnesota which is described in this proceedings (by Barbara A. Soderberg). The Forest Service and commercial resorts cooperate to provide a variety of innovative interpretive programs for resort guests directed by trained naturalists. Several of the programs focus on wildlife. Participants have fun but also are introduced to basic concepts of wildlife ecology, conservation, and resource management. As such, education is a driving force for this program.

### **Evaluation of Activities is Needed, Too**

In spite of the apparent benefits of increasing peoples' encounters with wildlife, more study is needed to determine the nature of the satisfactions that result from an array of possible interactions between people and animals. How important is it for people to encounter wild animals in a natural or near-natural setting? To what extent are peoples' interests and behavior associated with wildlife encounters changing, and for what reasons? To what extent can information about where to encounter wildlife serve to direct tourists into areas now lightly used? Would well-interpreted wildlife experiences provide better public understanding of ecological facts and perhaps temper the antagonism of some anti-hunters? Or, might the opposite occur?

To what extent can efforts such as the Resort Naturalist Program in Minnesota increase a guests' length of stay at a resort, increase return visits, attract more families or family members, and increase sales of products for general nature interpretation, for specifically encountering wildlife, or for wildlife appreciation (such as film, binoculars, guidebooks, T-

shirts, and art)? To what extent could bed-and-breakfasts, country inns, motels, hotels, and other overnight accommodations utilize opportunities to encounter wildlife as a marketing tool and area attraction? To what extent could bus tour operators market trips specifically to encounter wildlife? In what ways could chambers of commerce, tourist bureaus, and information centers effectively disseminate information about wildlife-related activities?

### **A Final Comment**

Because of the important and growing interest that Americans place on encountering animals in the out-of-doors, opportunities abound for the tourism community--in partnership with public land managers, wildlife ecologists, interpreters, and others--to develop a diversity of ways for the traveling public to experience wildlife. I suspect, although more evaluation is needed, that providing such opportunities at resorts, campgrounds, and other tourist destinations will result in a net financial profit for those who facilitate and market these programs. As a minimum, however, activities directed to bringing people in contact with wildlife offer an important way for people to have fun **and** to learn about animal characteristics and habits as well as about other resources. Furthermore, adding an activity or activities focusing on wildlife contributes to a growing and more diversified mix of services that a tourism provider can market.

We challenge the tourism community and their associated tourism network to use their imagination and creative talents to develop innovative interpretive and educational wildlife activities for their guests. Many natural resource experts seem ready and willing to enter into partnerships that help facilitate such efforts. As programs are tried, however, they need to be rigorously evaluated to determine if they accomplish desired objectives. Programs must be flexible and sensitive to the needs of the public. And, programs should involve the participants in the activities as much as possible. At the same time, programs need to be particularly sensitive to and guard against potential negative impacts on wildlife resulting from an increased presence of a curious public.

The payoffs from effective wildlife appreciation activities should result not only in a better and more varied mix of recreation and leisure opportunities for more people, but such programs also should generate intensified public support for natural resource management programs generally and for those that specifically will benefit wildlife as well.

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## **THE PUBLIC SECTOR ROLE IN NATURAL RESOURCE MANAGEMENT FOR TOURISM**

**Priscilla R. Baker  
Tourism Director, National Park Service**

Thank you for providing me with this opportunity to discuss with you what I consider to be our common need to provide assistance to those in rural areas who want to involve themselves in tourism. In my opinion, the opportunities and challenges are legion.

Until quite recently, most federal and state land-managing agencies were not involved in the activities of the private sector tourism organizations. Since the lands and waters for which we have responsibility most likely would continue to be protected even if not one recreational visitor appeared in a year, why could it make sense to go to the trouble and expense (in our case, I hasten to add, there isn't much expense) of involving ourselves at all in domestic and international travel marketing?

It is the answer, or answers, to that question that are the basis of my remarks.

In my opinion, we who represent land-managing agencies have some responsibility to act to strengthen our country's economy, just as would any other American citizen. There is, therefore, an economic justification to our involvement with industry organizations.

To become involved with the private sector does not mean that we turn our backs on the job we have of conserving and protecting the resources entrusted to our care. Quite the contrary. It means that we use the benefits of those relationships to do a better job of conservation.

One of the great conservationists our country has produced, Stephen Tyng Mather, wrote a report to the Secretary of the Interior in 1918 in which he asked for money to pay the salary of a tourism official. In his plea, Mr. Mather said, "It would seem that as soon as possible tourist travel not only should be sanctioned but heartily encouraged."

Mather went on to say that the travel should be encouraged "in order that the effect of the important work accomplished by this department and by the railroads during the past four years in attracting the attention of America to its great scenic possessions, and informing the people of the country of the ways and means of reaching and enjoying these great national recreational areas, should not be lost. From the economic standpoint this is of preeminent importance."

The significance of international tourism as a means of reducing balance of payments deficits was not lost on Mather. In his 1918 report to the Secretary of the Interior, Mather said, "The national park and monument system is one of America's greatest assets, and it must not be overlooked in planning the development of American industry. The national park system includes scenic areas so wonderful and yet so very distinctive that

a tour of the entire earth would not bring opportunities to gaze upon their equal. Funds should be provided for the establishment of a touring division in this Service and authority granted to exploit, not only the recreational and educational advantages of the national parks and monuments but other natural features of national interest and importance to the end that hundreds of millions of dollars of Americans' wealth may be expended in this country, instead of abroad."

When Mather's request to the Secretary for funds to use to hire a tourism officer was denied, Mather felt so strongly about it that he paid a man out of his own pocket to do the job.

Mr. Mather knew that:

- (1) Those who manage public lands have a responsibility to inform the public and the taxpayer about them and to help the public to enjoy these lands in appropriate ways.
- (2) Marketing tourism successfully helps to promote the economic health of affected areas. A healthy travel industry means full employment, greater tax revenues at all levels of government and, accordingly, the potential for better funding of our agencies.
- (3) As public use of our areas increases, assuming we do a good job of providing facilities and services, public support for our programs also will increase. Mr. Mather planned many excursions to parks for travel journalists, legislators, and other affecters of public opinion. He wanted to drum up the support he needed to get more parks established and to get money appropriated to maintain the parks we already had. We need to continue that process. We have access to millions of visitors a year whose support helps to keep legislators' eyes focused on our needs.

In addition to our responsibility as public servants to keep people informed, to help boost the country's economic well-being and to build sources of support for programs that will assure the future health of our natural resources, I suggest that we should be involved in marketing as a way to draw closer to the industry that is out marketing our areas as travel destinations. We need to be closer to that group in order that we may affect rather than just be affected by industry marketing efforts.

Whereas industry marketing programs will beat a good thing to death if there is a buck to be made in so doing, we (as publicly-subsidized agencies) have the luxury of discouraging overuse where damage to the resource could occur. And by limiting development in certain areas, we can regulate industry use quietly and unofficially. By emphasizing less-known areas in our marketing programs, we may be able to divert some visitors from areas where overuse is a danger. We need to be good neighbors, even partners, with those who affect so much of the public use our areas experience if we are to do a satisfactory job of managing the resource.

The Park Service's tourism program has had a fair amount of success in this sort of effort in recent years. By becoming involved in industry projects of various sorts -- joining associations representing various segments of the industry and serving on their committees, boards, and councils -- we have succeeded in:

- (1) affecting industry marketing programs that related to parks;
- (2) developing many new cooperative relationships through which companies and associations have made contributions to our work; and
- (3) uncovering new sources of expertise to use as we develop policy related to visitor use.

It does not require enormous sums of money to work effectively together. And what little costs are incurred are more than returned to us by the organizations with which we work.

Our first marketing project, for example, was accomplished using in-kind contributions from airlines and local businesses that provided transportation, lodging, and meals to a task force of about eight marketing and communications executives of industry organizations representing products and services that would be used in the park being marketed. Using these in-kind contributions, we gave the industry people a one-week, in-depth exposure to all of the activities that are available to visitors in that park.

Following the task force visit, each member provided us with a report indicating 1) what the currently marketable assets of the area were; 2) what needed to be done to further improve the area for tourism; and 3) what the expert him/herself would do to promote travel to the park. Each member of the task force pitched in to help with this project. Each made one or more unique contributions to the marketing process.

The upshot of the effort was that visitation increased by 149 percent in the first six months following completion of the project.

Because we have no budget to produce publications that would be of help to prospective park visitors, industry organizations have helped us to produce the information required. One recreation industry organization paid all of the costs of producing our folder called Travel Tips, the only publication we have available that guides the prospective visitor as he/she sets out to plan park-related travel. Other organizations have prepared helpful articles which then have been reprinted and used as hand-outs.

And some industry organizations have made contributions of funds for projects that are designed to produce new attractions and services for visitors. Last year, for example, the National Tour Association gave us \$50,000 to restore the world's first motion picture studio at Thomas Alva Edison's laboratory and grounds in New Jersey.

These are just a few examples of the many types of help that we have received as a result of our industry liaison activity.

No longer is there any discussion within our agency about whether to be involved with these cooperative relationships. Rather, the question is how much staff time and budget can we find to do more of it.

I do hope that this gives you some better idea of our rationale for the National Park Service's tourism program. I would be happy to answer any questions you may have.

# **COMMUNITY ENHANCEMENT OF A GREAT LAKES CHARTERBOAT FISHERY IN GRAND HAVEN, MICHIGAN**

**Charles Pistis  
District Extension Sea Grant Agent  
Michigan Sea Grant Extension**

Abstract. -- Charterboat fisheries have an economic impact on coastal communities. Quantifying the economic importance of recreational fisheries can result in community efforts to enhance and market the industry. Grand Haven, Michigan, developed centralized charterboat dockage to link the charterboat fleet with its downtown businesses. The facility known as Chinook Pier has become a focal point of Grand Haven's waterfront revitalization program.

## **Introduction**

The growth of the charterboat industry in Michigan has presented coastal communities with opportunities to enhance their local economies. Several conditions must be in place before a community is effective in promoting its fishery, not the least of which is recognition of the economic impact potential charterboats have.

This paper provides an overview of the process one community, Grand Haven, Michigan, utilized to enhance its charterboat fishery by development of centralized charterboat dockage. It is based on informal surveys and interviews, observations and involvement of the author as part of Sea Grant Extension's efforts in the community. Other communities striving to realize the economic potential of their respective recreational fisheries will find the information of interest.

## **Overview of the Industry**

Since the introduction of salmon to Lake Michigan in the late 1960s, a rapid expansion of the Michigan charterboat fleet has occurred. Data compiled from Michigan Department of Natural Resources indicates that in 1988 more than 1,000 charterboats were licensed by the State of Michigan (Table 1). This compares with only three charterboats licensed in 1966.

From 1966-1977, growth in the fleet was slow. By 1977, the fleet was comprised of 175 charterboats, the vast majority located on Lake Michigan. The period from 1978-1985 marked an era of rapid expansion. Vessel numbers roughly doubled every three years. In 1987 the charterboat fleet peaked at 1,065 vessels. At present the most rapid growth in the industry is taking place in lakes Erie and Huron to accommodate rapidly developing walleye and chinook fisheries. Approximately 35 percent of Michigan's fleet now operate on Great Lakes other than Lake Michigan.

**Table 1. Michigan Charterboat Fleet, 1966-89**

<u>Years</u>	<u>Number of Vessels</u>
1966	3
1967	17
1969	35
1971	60
1973	74
1975	146
1977	175
1978	270
1981	490
1985	920
1987	1,065
1989 (Jan)	1,039

### **The Grand Haven Charterboat Fishery**

On a local level, individual Great Lakes ports like Grand Haven, Michigan, have experienced similar increases in their respective fleets. It is estimated that fewer than ten charterboats operated out of the Grand Haven area in 1977 (Adair, 1978). The most current estimate (1989) is that 67 charterboats now operate out of the same port.

The fishing season is relatively long by Great Lakes measures -- extending from early May to late October. It is fairly typical of Lake Michigan ports on the central and southern coast. Increasingly, May through early June has provided quality fishing for chinook, coho and brown trout. Many of the established captains experience their heaviest volume during this period. In summer months, lake trout and chinook salmon become the most frequent catch. Because August and September result in large concentrations of salmon hanging off their natal stream mouths, this time of year is generally associated with prime charterboat fishing experiences. After the major salmon runs and if Lake Michigan weather permits, excellent fishing for the upcoming season's run of chinook and maturing steelhead trout is available.

The City of Grand Haven and its sister communities of Spring Lake and Ferrysburg are located on Lake Michigan, roughly parallel with Milwaukee, Wisconsin, at the lower reaches of one of Michigan's largest river systems -- the Grand. The Grand Haven area has achieved an excellent reputation for its recreational boating and fishing opportunities, major tourist attractions and festivals. As an example, in 1985, it was estimated that the week long Coast Guard Festival attracted 500,000 participants. Grand Haven's proximity to major metropolitan areas of Chicago, Grand Rapids, and Kalamazoo has enhanced its status as a tourist destination area. Population of the three communities and adjoining townships was 38,500 in 1985.

The area has more than 1,600 slips for recreational boats and 16 full-service marinas. The Grand River System is one of the most heavily stocked systems in Michigan. More than 1.1 million salmonids were planted in 1989. Salmonid plants are expected to remain relatively stable. The Grand has been designated an urban fishery river system. Several fish ladders -- to pass fish upstream to cities like Grand Rapids and Lansing -- are operational. To ensure adequate salmon runs to these inland communities, substantial plants of salmonids are necessary within the river system. Grand Haven's Lake Michigan charterboat fishery became the indirect beneficiary of these extensive stocking programs. As planted chinook and coho moved out of the river to mature in Lake Michigan, it became apparent to certain business and community leaders that the area was in an excellent position to capitalize economically on sportfishing and specifically on charterboats.

### **Community Efforts to Enhance Charterfishing**

Community tourism leaders had long thought of the charterboat industry as a significant contributor to local coastal economies. Until recently, little data was available to support these contentions. Because supportive information about the industry and sportfisheries in general was lacking, those facilities and developments that could enhance the charterboat fishery lost out to more traditional uses.

At the request of local leadership and with the financial support of business, county government and grants from Coastal Zone Management and Sea Grant, Michigan State University researchers Daniel Talhelm and Scott Jordan conducted a research project for the 1981-82 fishing season to quantify the economic impact of the sportfishery in Ottawa County, of which Grand Haven is part. The resulting report estimated that 3,479,000 angler days of fishing occurred in the Grand Haven area in the 1981-82 season. Direct economic expenditures were estimated at \$3.5 million annually. Approximately 53 percent of the angler days and 60 percent of the direct economic expenditures were attributed to nonresident anglers fishing in the area.

Twelve charterboats in the Grand Haven area generated over \$430,000. In addition to charterboat fees, there were expenditures for lodging, food and beverage, auto fuel, and shopping. It was estimated that the average charterboat client in 1981 spent \$112.97/trip. Average length of stay was 2.167 days. Almost 3,813 angler days were spent on Grand Haven charterboats. Ninety-four percent of charterboat clientele were nonresident anglers.

In recognition of this economic potential, the charterboat industry, tourism leadership and the city administration set out to develop a facility which would capitalize on this market segment. As part of a major rehabilitation of the entire Grand Haven waterfront, centralized charterboat dockage would be provided. Previously, charterboats had been scattered around the area, berthed at the various marinas that would accommodate them. These locations were often difficult for clientele to find, and, because the charterboats were not physically concentrated, they had little tourist attraction value. The project plan called for, in addition to slips for 16 area charterboats, a berth for a paddle wheeler used

for sightseeing tours, commercial and retail business, public restrooms, a fish cleaning station with viewing area, parking, picnic tables, and a staffed ticket booth whose attendant provides tourism information as well as takes bookings for the paddle wheeler and the charterboats.

The site named "Chinook Pier" was located on vacant city-owned waterfront, immediately adjacent to Grand Haven's downtown. The primary design objectives were as follows:

First, to develop a facility that was both a functional marina providing access for the fleet to fishable waters, and a tourist attraction in itself. It should be a site the general public would like to visit regardless of their interest in charterfishing. Basic to this approach was the realization that sportfishing and charterboats were of interest to the nonangler.

Chinook Pier was designed to allow for pedestrian access. The stainless steel fish cleaning station, which employed a commercial disposal unit to grind fish wastes, was sunk a few feet below ground level and encircled with a viewing area to accommodate the interested public that tended to congregate at the facility whenever the charterboats arrived with their catch. Additionally, an area was set aside for captains to "hang" the day's catch for picture taking by customers. It not only facilitated a permanent record of one's fishing experience, but served to publicize Chinook Pier and the Grand Haven area since these photographs often found their way into newspapers and other printed media.

Second, to link this concentration of charterboats with downtown retail establishments and thus capture as much economic spinoff as possible. A ten-year ground lease of the city property on which the Chinook Pier project was built was made available to a developer to construct two buildings that would house retail space. The businesses that typically located at Chinook Pier directly benefited from the numbers of people that milled around the area. In the first two years of operation they have included a party store, an ice cream shop, gift shops, and restaurants.

Third, to enhance the "working waterfront" theme of Grand Haven. For years, the port of Grand Haven has been the site of a significant Coast Guard vessel. City leaders were aware that a key ingredient of most successful waterfront developments is its working nature. That is, waterfronts need to have a functional quality that imbues a maritime based industry "flavor." The charterboat fleet contributed to this theme.

Fourth, to solidify a partnership with area businesses and residents in Chinook Pier and the entire waterfront rehabilitation project. It was important that the community "buy into" the developments and view them as community improvements contributing to the quality of life rather than as simply tourism attractions. Community activities and fund raisers involved residents. A "buy a plank" effort raised thousands of dollars for boardwalk construction. At Chinook Pier, an area specialty metal working firm provided materials and labor to build the stainless steel tables of the fish cleaning station.

Operationally, Chinook Pier charterboats leased their slips with five-year contracts on a graduated scale to move in tandem with private slips within the port. Because many of the charterboats moved out of existing private marinas, the city did not want to appear to

be undercutting these businesses; hence, lease rates were very similar to standard slip rates in the area.

Total cost of Chinook Pier was approximately \$500,000. Partial funding was obtained through a Michigan Department of Natural Resources Waterways Division grant of \$83,500 specifically earmarked for the dockage, lighting and grounds improvement. These funds are derived from state gasoline excise tax paid by Michigan boaters. Because of an adjacent previously funded transient marina, the project was viewed as an expansion project. It is significant to note that this was the first time waterways monies were used to provide dockage for commercial vessels -- in this case charterboats. In fact, in past years numbers of charterboats were severely restricted in Waterways marinas. The change has resulted from a policy to utilize scarce waterways construction dollars for those projects that provide the greatest economic benefit to the host community and the region. The sportfishery economic impact research outlined earlier was used by the city and others to make this case.

The waterways grant required that a 50 percent local match be available. To generate these dollars and the remaining cost of Chinook Pier, the city used a unique funding approach by enacting a TIFA, or Tax Incremental Financing Act, district which encompasses the entire waterfront area.

Because the waterfront had been experiencing decreases in assessed value as warehouses and older waterfront structures deteriorated, it was eligible for tax incremental financing. TIFA allows a city to make public improvements in a specified redevelopment district that are necessary to stimulate additional private investment. Financing of these public improvements comes from tax revenues generated by the new private development. The amount of tax increment revenue available is determined by multiplying the total tax rate of the city by the projected increase in assessed valuation.

In this situation, several new projects, including a condominium development and a private marina expansion, provided the additional tax receipts for the waterfront TIFA. It was estimated that within the district a \$500,000 tax increment would be available and could be captured in the next ten years. A portion of the generated revenue was used as match for other grants for infrastructure improvement, including water, sewer and street projects. The remaining portion was allocated for Chinook Pier's development. The TIFA financing was very palatable to area politicians and residents because it did not involve new taxing. Rather, TIFA was perceived to be temporary earmarking of future tax revenues for specific projects.

The Chinook Pier project was completed in time for the summer fishing season in 1984. From personal observation, it has been a resounding success. Because the project is linked to a series of linear parks and the boardwalk as well as downtown businesses and major attractions, large numbers of people come to the immediate area. Each day, after the morning and afternoon charters, people congregate around the fish cleaning station to observe the day's catch. During special events, the author has observed literally hundreds of people at the cleaning station. Needless to say, as planned, immediately adjacent businesses have experienced direct benefits from their proximity to Chinook Pier.

More importantly, additional investment has been stimulated by the project. In 1985, Harbourfront Place opened. This project involved the rehabilitation of a turn of the century factory into retail shops, restaurants and other businesses. In itself, it represented millions of dollars of additional investment.

The charterboat captains are also pleased. They have reported significant booking increases because of their downtown location. Walk on charters, that is charters booked on site rather than by phone reservation, dramatically increased by the first summer of operation. It was reported that over 50 walk on charters occurred in August of 1984 alone. The Chinook Pier project has had other positive implications for the Grand Haven charterboat industry by educating the public and others in the community to the economic contribution they can make in the area. Their graduation to a full fledged partner in the development of a coastal community ensures that their interests will be considered in any future decision making.

### **Waterfront Revitalization: The Economic Payoff**

Centralized charterboat dockage served as an "anchor project" for Grand Haven's waterfront revitalization. Five years have elapsed since the development of Chinook Pier, and it is worthwhile to revisit the project to characterize it's success. Other communities can learn from Grand Haven's experience and gain insight about the potential economic benefits available through waterfront development.

The Tax Incremental Financing District (TIFA) enacted in 1983 to fund improvements within the waterfront area required a long term financing plan. A sunset of ten years was necessary and thus far about \$1.1 million of revenues have been generated.

These dollars have been utilized in 15 public improvement projects and used as match for \$5.6 million of grants. In less than six years the state equalized value for real property within the district has increased 129.8 percent reflecting an increase of over \$4 million of tax base.

Total public and private investment within the waterfront district amounts to \$27 million. The generation of revenues has been so successful that the TIFA district is projected to be sunset after 7 years in 1991 instead of the 10 years originally projected.

Twenty new private developments and 468 jobs have been created. Major new developments include: the construction of a new U.S. Coast Guard multi-purpose station, administration and command center; Harbourfront Place, an adaptive reuse of an unused piano factory creating office space, retail developments and residential condominiums; Harbor House Inn, a 14-unit bed and breakfast inn; a waterfront farmers' market created with financial assistance from a local service club. More than 100 residential condominium units all developed without compromising public access.

Chinook Pier continues to attract anglers. The 16 charterboats have formed a corporation capitalizing on their ability to collectively service large fishing parties. This is particularly

attractive to corporate clientele who require many charterboats when they entertain customers and employees. Chinook Pier "walk ons," anglers who want to fish and who have not made advance reservations, grew to almost 200 in 1987. In addition to traditional half day and full day charters, shorter trips of 3, 4, and 5 hours can be offered.

More importantly, centralized charterboat dockage has created other marketing opportunities for charterboat operations. Captains "sell" the waterfront as well as the fishing experience in their promotional materials. This has broad appeal to anglers and their families who are planning vacations for the entire family. With other recreational opportunities and attractions all within walking distance, charter operations have a distinct advantage over similar operations in other communities.

This will become critically important in times during which fisheries fluctuate and competition stiffens from other lakes and communities. Charter clientele who fish in Grand Haven, because of the package of activities available, will be more likely to remain loyal than those operations whose primary objective is to catch fish.

Economic impacts of the Grand Haven charterboat fleet have been enhanced. Using expenditure figures developed by a 1985 study of the Michigan charter industry by Mahoney et al, it is estimated that 67 Grand Haven charterboats generate over \$2.7 million annually. More than 63 percent of these direct expenditures are spent in coastal communities for lodging, meals, groceries, and entertainment.

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## REMARKS

**Don Nelson**  
**Closing Session of National Extension Workshop on Tourism**  
**May 12, 1989**

Hasn't this been a great conference! I would like to pay tribute to the two people who really did all the work -- John Sem and Joyce DeBoe and all the Minnesota staff. I am going to leave some tourism dollars in Minnesota (I won 40 cents at the race track during our tour Wednesday) by going on a fishing trip before I return to Washington.

The question arises -- When will our next meeting be? John Hunt was speaking about the history of this group. He said they first met in 1967 at Athens, GA. The next meeting was four years later in 1971 at Michigan State University. Then eight years elapsed before the next meeting, in 1979 at Lake Barkley, KY. Now we have waited 10 years for the next meeting, here in Minneapolis.

The next meeting ought to be before another 10 years have elapsed. I have heard talk about regional meetings and another national meeting two years down the road. It ought to be before 10 years, however, if only because of changing technology -- two topics at our concurrent sessions (interactive video discs and satellite conferencing) were not even known 10 years ago! Maybe at our next meeting we will have to be talking about arranging for tourists to go to the moon!

I am pleased to see we have all kinds of people here: Those from the national, state, and local levels; Sea Grant, 1890's and other institutions are also represented; we have people here from all the subject matter disciplines of Extension. According to the preliminary list, 28 states are represented, including Hawaii and Alaska, as well as Guam.

But at the same time, we have to ask ourselves: "What about the 20-odd states who aren't represented here?" They have tourism programs too, I'm sure. For our next meeting, we should have near-100 percent participation from all the states.

I would like to do three things in the remainder of my talk: Give you a review of what we heard, tell you what I can do, and suggest what you can do.

What we heard: Dean and Director Borich spoke about tourism as a "topic dear to our hearts." He talked about the changes in Extension, Extension in transition, that it's a good time to get this topic on the agenda. He spoke of the issues, that we need to deal with societal problems. He said we need to be problem solvers, not necessarily technical transfer agents. He said we need to forget the past and deal with the issues of today. Tourism plainly needs education and research and he said that tourism is a growing part of community economic development within Extension.

I know you were not all at the specialist track session on policy issues chaired by Allan Worms. But we got into the questions of "Should there be a coordinating role and should

Extension take that role?" "Do we need a national policy on rural tourism?" and "What about the urbanization of tourism?" were other questions. And, finally the question was posed: "Is tourism an issue or an initiative?" All good questions, all worthy of future exploration.

We heard in John Sem's session something about the growth in tourism. While there were 11 tourism centers a few years ago, there are 30 today. And that nationally, tourism was \$175 billion business in 1980; in 1987, it had grown to \$298 billion. That in Minnesota, it was a \$154 million business in 1983-84 which grew to \$284 million in 1987-88.

Each in their different ways, Arlen Leholm and Clare Gunn laid out the challenges facing us. Arlen urged us to "go home and take ownership of the problem." Clare laid out the challenges as (1) greater communication-integration, (2) greater conservation of sustainable development, and (3) overcoming "tourism illiteracy."

In the 18 concurrent breakout sessions, we heard topics discussed which could, each one, make a workshop unto itself.

Now, what do I do and what can I do?

First of all you have to understand that I am only about 1/8 of a National Program Leader for Tourism and Commercial Recreation. About 12 percent of my time is devoted to this area. Maybe more of me or of someone else will be devoted to tourism in the future, but that's all it is for now.

Two years ago, this workshop would not have been possible. I undertook a survey in July, 1987 "to identify Extension personnel who are active or interested in tourism and commercial recreation education." I now have about 130 persons on that list and it served as the list which started this workshop. So now we have a list of Extension tourism personnel where none existed two years ago.

I have started a newsletter, which I mail to this "tourism-commercial recreation interest network" and have done four of them. If you would like to receive this newsletter, please let me know. It serves as an information exchange medium. I will continue to issue this newsletter, about quarterly.

Now my job will be to keep things moving through the newsletter and by other means. I am your man in Washington (Incidentally, John Vance, my boss, will be chairman of the Rural Tourism Task Force in Washington.). That is the federal part of the U.S. Travel and Tourism Administration's first rural tourism and small business study, which we have heard about and have been working on this morning.

It will be up to me to keep things moving in Washington. I am your national touchstone.

I think it would be good to have a task force with regional representation, operating under the new ECOP Committee for Program Leadership. This group could coordinate future

meetings such as this one and set an overall Extension policy. Maybe a statement like the grazing people put out ("A National Program Statement and Guidelines for the Cooperative Extension Service") would be good.

Now, what can you do? The first thing I would do upon returning home would be to write a memo to your administrator, telling him or her how much you learned at this meeting. Make sure the word gets to your director.

The second thing you should do is make good use of the proceedings, both written and video, when they come out.

The third thing I would do would be to think what kind of appearance tourism is going to make in your 1991 Plan of Work. I think Beth Hondale showed about 30 professional full-time equivalents reported in the last cycle (88-91) from nine states. That's only a fraction of what's going on. I think you could easily double or even triple the amount of tourism work being done in the next planning cycle. If we're doing it, we should get credit for it.

Borrowing from Pat Borich again, "the barn's on fire." People are out there eager for educational work in tourism. We need to be out there putting out the fire.

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