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# ***Tourism As A Community-Based Economic Development Strategy: The Village of Valemount Experience***

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**Prepared for the Village of Valemount**

By

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# TABLE OF CONTENTS

<b>Acknowledgments</b> .....	5
<b>Executive Summary</b> .....	6
<b>1.0 Introduction</b> .....	7
1.1 Overview .....	11
1.2 Research Questions .....	11
1.3 Purpose of Project .....	12
1.4 Definition of Terms .....	12
1.5 Research Methods .....	15
1.6 Community Focus .....	16
1.7 Scope of the Project .....	16
<b>2.0 The Village of Valemout</b> .....	17
2.1 Tourism Destinations .....	17
2.2 Community-Based Tourism Development Strategies .....	17
2.3 Investors and the Village of Valemout .....	18
2.4 Core Tourism Development Functions .....	20
2.5 Partnerships in Product Development .....	21
2.6 Leadership Role .....	22
<b>3.0 Provincial Policy and Practice: Planning</b> .....	24
3.1 Regional Land Use Planning Programs .....	24
3.2 CORE and Tourism Development .....	25
3.3 LRMP and Tourism Development .....	27
3.4 The Evolution of Tourism Planning .....	30
3.5 Tourism Barriers: Problem Identification .....	30
3.6 General Observations .....	32
3.7 Findings - Planning Practices .....	33
<b>4.0 Provincial Policy and Practice: Crown Land Disposition</b> .....	34
4.1 Alberta & British Columbia's Policy .....	34
4.2 Alberta's Tourism Recreational Leasing Process (ATRLP) .....	34
4.3 Three Stages in Project Assessment .....	35
4.4 British Columbia's Commercial Recreation Policy (BCCRP) .....	38
4.5 Five Stages in Project Assessment .....	39
4.6 General Observations .....	41
4.7 Findings - Process Differences .....	42

<b>5.0</b>	<b>Conclusions and Recommendations .....</b>	<b>43</b>
5.1	Conclusions .....	43
5.2	Recommendations .....	48
	5.21 Regional Representation for Tourism .....	48
	5.22 Crown Land Plans .....	50
	5.23 Provincial Tourism Commitment .....	52
5.3	Final Comment .....	54

<b>Literature Cited .....</b>	<b>55</b>
-------------------------------	-----------

<b>Glossary of Terms .....</b>	<b>58</b>
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<b>Individuals Interviewed .....</b>	<b>59</b>
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**List of Tables:**

1.0	Traditional Roles in Tourism Development .....	13
1.1	Principles of Tourism Development Planning .....	14
1.2	Role of the Minister of Small Business, Tourism & Culture .....	14
1.3	Crown Land Agencies & Legislation .....	15
2.0	Investor Applications for Crown Land Involving Tourism Development .....	18
2.1	Three Core Development Functions - Provincial .....	20
3.0	Summary of CORE & LRMP Plans .....	24
3.1	Deficiencies in the Planning Process-CORE .....	26
5.0	A Report Card on Provincial Tourism Development Functions .....	45

**List of Figures:**

3.0	Illustration of Tourism Interest in a Strategic Land Use Planning Process .....	25
3.1	Provincial System for Resource Planning and Management .....	28
4.0	ATRL Process - Alberta .....	37
4.1	Commercial Recreation Policy - B.C. ....	40
5.0	An Integrated Approach to Product Development for Tourism Investment .....	53

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## EXECUTIVE SUMMARY

In recent years, interested investors from Italy, France, and other provinces in Canada have met with representatives of the Village of Valemount to discuss tourism development proposals. In each case, the proponent inevitably experienced difficulty in finding a feasible location for their business initiative and Valemount representatives had limited choices in helping to resolve the problems encountered. Without doubt, the lengthy nature of the process to identify Crown land sites that could be acquired and developed by the proponent was part of the difficulty. This experience raised questions about the degree to which overlapping jurisdictions and current legislation, regulations and policies associated with tourism development on Crown land adequately recognized the economic development strategies and responsibilities of rural communities, such as Valemount, in terms of seeking economic diversification through tourism investment. Investors require land, capital, and a skilled workforce in order to produce and deliver tourism products to BC's visitors. While each variable may be difficult to access, there are noteworthy and common barriers associated with the land.

The lengthy discussions between the Union of British Columbia Municipalities and the Ministry of Municipal Affairs with regard to giving municipalities more control and ability to conduct their business has resulted in extensive changes being made to the Local Government Act. However, other related and pertinent land planning policies have remained unchanged and various concerns have arisen with regard to Provincial land planning decisions made in the absence of municipal input. In terms of the evaluation of land policy, the fundamental question can be stated as:

*How effective are provincial planning or land disposition policies and practices with regard to investors that require access to Crown Land for a tourism development project?*

Ideally, a simple question deserves a simple answer. Unfortunately, in public policy research, it frequently works in the opposite fashion. Simple, general questions generate the more complex responses. Detailed questions generate simple and easier-to-answer responses. This general policy question fits into the former category; not the latter one.

In tackling policy questions, a distinction must be made between policies for provincial land planning in contrast to the Crown Land disposition policies. The first set of policies can be referred to as a PLANNING approach to land and resource allocation decisions. These policies would include the early activities of the Commission of Resources and the Environment and the subsequent activities of the Land Use Coordination Office. The second set of policies refers to applications for Crown land and the disposition process; herein called the DISPOSITION approach. Those policies apply whenever a small or large investor looks at a specific crown land parcel for the purpose of discovering the terms and conditions under which it would be available to them. It should be noted that land planning is generally a prerequisite for a disposition decision to provide access to Crown Land for new tourism initiatives.

## **Planning Approach**

Some of the efforts over the past twenty years to give direction, purpose, structure and authority to provincial land use planning are reviewed in Section 3 of this report. It is only a capsule summary of the activities and it examines how the tourism sector has been treated in strategic planning for Crown Land use. There have been various discussion documents on planning over the past two decades that have shed light on the need for a comprehensive and forward thinking approach to provincial land planning. The foundation for most of the discussion documents has been the need to advance the social, economic, and environmental objectives of the Province. As just one example, *The Planning Act: A Discussion Paper* (Province of British Columbia, no date), promotes a comprehensive planning approach and states:

*In order to decide land uses it is essential to know the consequences of decisions. Trade off in cost to the province, the individual, and in quality of life can only be determined if we know what we wish to accomplish. All uses affect others and influence future decisions. The restriction on future decisions is especially important as competition for the land base increases and conflicts become more evident. The intent and effect of every separate decision can be defined in land use plans. (pg. 6).*

*. . . Land use plans should clearly outline areas of local concern and project local needs into the future. They allow the public to participate in local government decisions that establish a framework for regulation. They allow predictability as to how regulations will be applied now and in the future. (pg. 6)*

The provincial government in the early 1980's did generate diverse discussions and those discussions did set the stage for subsequent initiatives undertaken by the public servants involved with Crown Land Plans, (CLP's), the Commission on Resources and the Environment (CORE), and the Land and Resource Management Plans (LRMP's). When assessments and reviews were carried out of the CORE and LRMP process, the reoccurring observation has been that tourism as an economic development strategy did not enjoy favorable treatment in the planning process. A variety of possible explanations can be offered for this conclusion and they may relate to inadequate staffing in the tourism ministry, out-of-date data, limited consideration of economic priorities of local government, and poor understanding of the importance of Crown Land in the tourism product development process. Consequently, the planning policies are seen as deficient in (a) identifying the tourism land requirements for product development and (b) providing certainty for investors to have access to high quality commercial parcels for development proposals.

## **Disposition of Crown Land**

For Valemount, the crown policies and practices are described in *Investing in Valemount - An Investor's Guide to Development Process of the Valemount Area*. (PGRDC, May 1999). Therefore, an investor with a tourism development initiative can become oriented to the applicable legislation, regulations, bylaws, and policies that could affect their investment proposal. An investor, upon learning of a favorable local economic development priority and welcoming attitude in the Village of Valemount, could easily assume there is a concurrent land planning process that identifies parcels for development and implementation of that community-based development strategy.

It is suggested while Crown Land policies have been effective in some areas, the policies generally (a) require more time for the discovery of limitations and barriers than tourism investors expect or (b) create situations where important investment choices do not have a conflict resolution process for determining which alternative use will serve the greatest good for the greatest number. Today, when a conflict arises between an existing use and a new one, there is no clear decision-making path for resolution of the question of highest and best use.

### **Recommendations**

If Provincial policies and practices are to ensure wise use of Crown Land and contribute to the needs of tourism investors, then -

- Each region needs a provincial tourism representative to offer detailed assistance to investors prepared to develop commercial parcels identified for tourism.
- Crown Land parcels suitable for tourism investment must be identified and designated as part of a formal Crown Land planning process,
- A conflict resolution framework for economic development strategies needs to be adopted. Local and provincial interests in economic development will be best served when the highest and best use of land among the competing land uses (i.e.- forestry, secondary industry, tourism. etc.) can be determined and resolved. If Crown Land designations are to be responsive to community priorities, a best use determination (i.e.-real estate evaluation process) should occur in the course for planning for the future.

These points are ingredients for the recommendations that seek to improve the opportunity for tourism investment that in turn contributes to the health of the tourism industry and the provincial economy.

### ***Regional Representation for Tourism***

#### **Recommendation 1**

In northern British Columbia, the province and its industry partners, require the presence of a regional tourism development liaison officer tied to MSBTC and the Northern Development Commission. Tourism stakeholders deserve provincial leadership and commitment to tourism investment and the safeguarding of tourism assets. Provincial interests have regional representation for every conservation and industry support function except tourism.

#### ***Rationale:***

*Provincial tourism representation in land and resource management decisions is recommended because:*

- it is a very long-standing concern and expectation of the tourism industry (The ARA Group, Inc. 1993; COTA, 2000)

- tourism activities are directly dependent on regional infrastructure and each tourism development initiative has project-specific characteristics.
- the current capacity to fulfill regional destination marketing needs to be complemented by a regional tourism development capability.
- the pressing non-urban tourism problems are resolution of land use conflicts, visual landscape management, and recognition of community-based economic development strategies that offer promising alternatives for rural economies reliant upon resource extractive activities.

## *Crown Land Plans*

### **Recommendation 2**

Specific types of commercial investment require a suitable Crown Land site for it to occur. This dilemma applies to many manufacturing, technology, and tourism investments. Therefore, BCAL should be directed to identify suitable areas for commercial projects as part of an established crown land planning process (CLP) and be provided with suitable funding to do it. The purpose is to carry out a RV-CLP demonstration project involving BCAL, Fraser-Ft. George Regional District, and the Village of Valemount. The purpose would collaboratively update the southern section of the Robson Valley Crown Land Plan.

*Such a project would have the mandate to demonstrate:*

- a) *the utility of this planning tool to address land tenure, zoning, and land suitability on an intergovernmental basis (local, regional, & provincial);*
- b) *the capacity to examine and respond to the community-based economic development strategy for the Village; and*
- c) *the best structure for conflict resolution involving the highest and best use of Crown land.*

### ***Rationale:***

*A demonstration project is recommended because:*

- commercial parcels must be identified and designated as part of a formal Crown Land Plan process if community-based economic strategies are to have a chance to succeed and the designations need to be aligned with other planning documents.
- the Tourism Act contains a clear and specific statutory duty of the Province to represent tourism interests in land and resource planning. (Tourism Act, Chapter 453, pg.1). This project is an opportunity for this responsibility to be met for Robson Valley residents.
- a provincial Crown Land Plan is a fundamental prerequisite and asset to the Crown Land application process.
- the tourism industry and government officials have already agreed on the priority greater certainty in the issues concerning the land and resources for tourism.

## *Provincial Tourism Commitment*

### **Recommendation 3**

Legislation should be amended to ensure a Ministry of Tourism acquires the capability to promote and advocate land-based tourism development interests as part of a formal plan process involved in product development.

A consequence would be a “Tourism Practices Code” that sets out standards for protecting viewscales, the designation of commercial parcels for tourism, and ensuring development meets social and environmental standards for sustainability. The tourism industry, in order to invest in new products, needs to see near-term priorities in land planning, and performance measures, which are endorsed by the Province of British Columbia. The land and resource requirements for tourism development need recognition in an Act that is on par with the recognition the Province has given to Forests, Mines, Environment, Parks, etc.

Product development, market development, and human resource development need to be on equal footing with each other and then integrated into a Provincial Tourism Policy. The comprehensive framework should be built upon tourism representation on regional IAMC’s and a Memorandum of Understanding with COTA identifying the roles of the relevant ministry and crown corporations.

### ***Rationale:***

*Provincial leadership in the tourism product development field is recommended because:*

- Among the three tourism development functions, the provincial product development area is certainly the weak link and it lacks a designated lead agency.
- Product development responsibilities are fragmented at various levels of government and range from the local community associations to the federal government. Provincial leadership is essential in order to maintain a viable tourism industry and to support the “Super Natural BC” marketing effort.
- The Council of Tourism Associations (COTA) has repeatedly lobbied for recognition of tourism as an economic engine and for tourism to be aligned with the economic development functions in British Columbia so that the industry can prosper and assist in the economic renewal strategies of local government.

# 1.0 INTRODUCTION

## 1.1 Overview

Investors require land, capital, and a skilled workforce in order to produce and deliver tourism products to BC's visitors. While capital and a skilled workforce may be difficult to secure, there is frustration within the tourism industry with regards to provincial policies and the land base in British Columbia. In a Province wherein 92% of the land base is under the jurisdiction of the Crown, the performance of agencies responsible for the planning or disposition of land is of paramount importance to economic development strategies and decisions to strengthen the economy. The Province enacts legislation, adopts regulations, approves policies, and creates programs, all of which affect the availability of land. The administration of Crown land policy, in turn, influences the investment climate.

Legislation, policies, and practices guiding the planning process and Crown land disposition process (i.e. lease, license, and permit decisions) vary from one provincial jurisdiction to another. Such variation of Crown land policies may favor tourism investment in one location and discourage it in another. Every uncertainty in the investment climate can adversely impact on the financial viability of a tourism investment and specifically on the sustainability of a community seeking such investment as a means to diversify their employment base and to strengthen their economy. The Village of Valemount is actively engaged in its transition from a forest-dependent economy to a more diversified and stable economy. Over the last six years tourism investors have approached the Village of Valemount and most investors have discovered constraints and barriers related to one or more provincial policies and programs. Thus, it is important to examine how provincial institutions, their policies, and their programs have influenced the Village of Valemount in charting its own economic destiny.

For an investor approaching Village officials with a new tourism project, the common questions are:

- Where are commercial sites available for tourism investment?
- What are the terms and conditions associated with them?

The role of the Province in fostering tourism investment through effective tourism development practices and wise Crown Land policy is the subject of this report.

## 1.2 Research Questions

Four questions were formulated to guide the investigation:

- 1) What has been the experience with tourism development of the Village of Valemount and the tourism investors that have brought forward proposals to the Village?
- 2) Are the *Provincial planning policies and practices* that facilitate tourism development on Crown land effective in term of community-based economic development priorities?
- 3) Are the *Crown land disposition policies and procedures* that facilitate tourism investment in British Columbia comparable with those of Alberta?

- 4) Can Provincial policies and practices be better aligned to advance community-based tourism development strategies? If so, what actions are recommended?

### ***1.3 Purpose of Project***

The purpose of this investigation is to discover how changes in provincial policies, or practices, can help communities, the regions, and province succeed with the community-based tourism development strategies. Examples provided by the Village of Valemout indicated a certain level of dissatisfaction by potential investors during the last six years because of lack of both a “business friendly” policy and clear provincial priorities for tourism development within areas dominated by Crown Land. It would appear that the feasibility of the business proposal was hampered by the absence of information central to the proposal development by one stakeholder or another. The termination of the investment initiative was a consequence of investor frustration with the Provincial process they encountered in seeking certainty on their questions associated with a specific parcel of land.

Each proposal was handled in accordance with the guidelines and practices governing the Commercial Recreation Policy. However, the Crown Land applicants were not, in every case, as complete as they should have been. As a result of missing details in the application, there were delays in the referral process and the timeliness of the review process created stakeholder dissatisfaction. Given the time that has passed since this event, it was difficult to untangle historical processes affecting each application. Moreover, the interviews were oriented to the discovery of the way current practices advanced core tourism development functions and to apply the lessons learned from the prior experiences. Tourism investment, like all business sectors, is influenced by provincial policies and practices created for the planning, allocation, and the disposition of Crown land.

### ***1.4 Definition of Terms***

Report terminology originates from the reviewed literature, which was varied and not always easy to access. Some of the material was prepared by agencies of government while other literature was prepared by non-governmental organizations. The variation in language and terms can create difficulties in describing either the conditions for tourism investment or an established regulatory process in place to involve the stakeholders in the tourism development process.

*BCAL* (British Columbia Assets and Lands Corporation) is a government corporation with broad responsibilities for the management, development, and marketing of Crown land. The 1998 delegation agreement grants *BCAL* authority to dispose of Crown land, to withdraw land from disposition, to permit its occupation, to designate Crown land for a particular use, and to prepare land use plans. The authorities covered in the delegation agreement are identified in Sections 32 of the Land Act.

*B. C. Commercial Recreation Policy* (*BCCRP*) and the *Commercial Alpine Skiing Policy* are two policies administered by *BCAL* and each policy sets out a process, obligations, and requirements for obtaining

permission to use Crown land. In this inquiry, the BCCRP policy is examined in detail in Section 3.0 of this report since most tourism development proposals in rural or backcountry areas are affected by this policy. Other provinces, such as Alberta, have a similar policy.

*Community-based tourism development strategies* refers to specific strategies appearing in economic development documents prepared by an incorporated village or municipality. Whenever the economic diversification priority of local government involves a tourism development strategy, the priority is referenced as a community-based tourism development strategy. The traditional roles performed by three key groups in tourism development planning are highlighted in Table 1.

**Table 1.0 Traditional Roles in Tourism Development**

**Concepts:**

*Tourism development involves government, business, and non-profit organizations. Each sector has a primary role to perform.*

- The primary role of government is enactment of legislation, policies, and practices to advance their statutory authority and to set goals and priorities as part of their respective economic development strategy.
- The primary role of the business sector is to secure the resources necessary to invest in products and services that meet the needs of the diverse tourist market.
- The primary role of non-profit or non-government organizations (NGO's) relates their specific mission and bylaws as an association, society, or organization. NGO's are essential to such functions as destination marketing, education and training, historic preservation and restoration, performing arts, environmental protection, and sponsoring special events.

*Adapted from Tourism Planning: Basic Concepts Cases (Gunn, Claire. 1994, p.6-8)*

*Crown Land Disposition* has specific meaning ascribed to it in the Land Act. (R.S.B.C. 1996). This legislation provides a means for various forms of tenure to be issued to applicants seeking Crown Land for various purposes. Crown Land is administered by the Minister of Environment, Lands, and Parks (MELP) under the provision of the Land Act, the Ministry Act, and University Endowment Land Act (R.S.B.C. 1999). Certain statutory powers of the Land Act are delegated to the BC Assets and Lands Corporation (BCAL) under the provisions of a delegation agreement dated October 2, 1998.

*Land Use Plans* means land use plans authorized by the Minister of Environment, Lands, and Parks under the provisions of the Land Act.

*Tourism development principles* refer to general guidelines adopted to foster investment and create the tourism product. Some principles associated with the tourism planning literature (Gunn, 1994; Harrison and Husbands, 1996) are illustrated in Table 1.1.

**Table 1.1 Principles of Tourism Development Planning**

***The Principles are:***

- Creating a favorable climate for tourism investment is a vital step in economic stability, diversification, and job-creation.
- Encouraging tourism investors to diversify the economy of a community, a region, or province is an essential role of government.
- In order to encourage business investment, the policies and practices of government must be effective.
- The economic development priorities arising from a community-based tourism planning process must be integrated into the land and resource management plans or Crown land use plans in order for the strategies to be implemented.

*Tourism development* should be examined in terms of roles performed and three essential functions (i.e.- product development, market development, and human resource development). The functions are often dispersed across institutions of government and non-governmental organizations. It is common, therefore, to find interagency agreements developed to facilitate effective implementation of the dispersed statutory authorities. In British Columbia, the provincial authority to develop the tourism industry is defined in the *Tourism Act* (R.S.B.C. 1996 c 453) and *Tourism British Columbia Act* (R.S.B.C. 1997 c 13). The provincial responsibility for that legislation resides with the Minister of Small Business Tourism and Culture. A brief description of the duties and powers reference in the *Tourism Act* is presented in Table 1.2.

**Table 1.2 Minister of Small Business, Tourism, and Culture**

***Duties, Powers and Functions:***

- Encouraging development of the tourism industry in British Columbia;
- Providing information services for tourists;
- Promoting tourism;
- Reflecting tourism interests in land and resource use and management decisions;
- Encouraging the development of the motion picture industry in British Columbia.

*Tourism Act, Chapter 453*

*Land and Resource Management Plans* have evolved both in scope and process over the past two decades. Today, the participatory structure to prepare such a plan relies upon a premise of interest-based negotiation by the selected representatives involved in this planning process. (See Section 3 for details). The process is directly supported, and often facilitated, by a government ministry with a vested interest in the outcomes of the resource recommendations. The land and resource planning policies reported herein include the

Commission on Resources and the Environment (CORE) or the Land Use Coordination Office (LUCO).

*LUCO* (Land Use Coordination Office) sets out the policies and procedures for stakeholders involved in the allocation of Crown Land to provide certainty for the economic and environmental priorities of the province. This office is the lead agency in the identification of strategic preferences of stakeholders in the allocation of Crown Land.

*Land Planning Policies* are diverse and frequently changing, however, the best known by tourism operators and investors are those related to the LRMP process or Crown Land Plan process as well as the referral practices for the disposition of Crown Land which includes the revised Commercial Recreation Policy (CRP). A summary of these policies appears in Table 1.3.

**Table 1.3: Crown Land Agencies & Legislation**

<i>Lead Agency</i>	<i>Legislation</i>	<i>Program</i>	<i>Action Taken</i>	<i>Focus</i>
<i>Land Use Coordination Office</i>	<i>None</i>	<i>Regional Land and Resource Plans</i>	<i>Every Ten Years</i>	<i>Sub-Regional Plans</i>
<i>B.C. Assets &amp; Lands Corporation (By Delegation Agreement)</i>	<i>Lands Act</i>	<i>Crown Land Policy</i>	<i>Infrequently</i>	<i>Crown Land Plans</i>
<i>B.C. Assets &amp; Lands Corporation</i>	<i>Lands Act</i>	<i>Commercial Recreation Policy</i>	<i>Initiated by Application</i>	<i>Backcountry and Wilderness Area Permits &amp; Licenses.</i>

### 1.5 Research Methods

The research involved telephone and face-to-face interviews with local and provincial tourism stakeholders along with a detailed examination of plans, reports, and published literature. Direct contact with investors, community representatives, ministry officials and NGO's was viewed as the best option to describe with issue(s) or concern(s) of the interested party. Beyond the interviews with stakeholders, content analysis of reports and policies was undertaken. Other techniques involved internet searches, telephone conferences, and monthly meetings with the members of the Steering Committee for this project. A list of the methods are as follows.

- Personal interviews were conducted in the field with community and regional stakeholders as well as in-province investors.
- Personal interviews were conducted in Victoria with public sector administrators and decision-makers.
- Telephone interviews were conducted with Province of Alberta officials involved with commercial recreation policy.
- Telephone interviews were conducted with out-of-province and non-profit officials and administrators.
- Personal interviews were also conducted in Robson Valley with business people who submitted applications for Crown Land in order to validate whether or not their concerns were aligned with those of the non-local investors.
- Content analysis was carried out for the reports discovered during the literature review.

## 1.6 Community Focus

The Village of Valemount serves as a practical example to explore the process of tourism investment within its economic development area, its relationship to Crown land programs, and its reliance on the effectiveness of Provincial policies, programs and processes. See Section 2.6 of this report for a more detailed discussion of the community and provincial working relationship.

Key tourism stakeholders include small business operators, and large multi-national corporations willing to take calculated financial risks to invest their money in the tourism sector. The other stakeholders are community leaders guiding the formulation of local economic development strategies and the economic development agencies contributing to the effort. The stakeholders are key informants in the research process. The objective is to gather factual information about the results of existing programs and the extent to which they achieve their intended purposes.

## 1.7 Scope of the Project

The project was limited to the examination of policies and practices of provincial government in the tourism development field and particular practices that would assist communities with tourism strategies that require suitable sites for investment. The scope of the study does not reference local zoning and bylaws, which can also have a bearing on specific kinds of tourism proposals. For a more comprehensive coverage of all policies, reference should be made to a 1999 report entitled “Investing in Valemount - An Investor’s Guide to the Development Process of the Valemount Area” available from the Prince George Region Development Corporation.

BC communities have been affected economically by a number of factors and the one policy area given attention in this report has been described by the Ministry of Community Development, Cooperatives, and Volunteers (Province of B.C., 2000) as follows:

***Lack of local control over land and other natural Resources***

*Local governments, businesses, and non-profit organizations are currently limited in their access to - and control over - Crown land and other natural resources, such as forest and fisheries.*

*The result is that communities are not always able to benefit from what those resources can offer, which includes value-added manufacturing and process, tourism, and other recreational opportunities, as well as revenues.*

Two other limitations should be noted. While acknowledged to be of pressing interest and very pertinent to the tourism industry, this report does not cover visual quality objectives (VQO) nor the protection of existing tourism assets. Many of the concerns brought forward at the Tourism Industry 2000 Conference in Vancouver by many sectors (i.e.- hospitality, attractions, guide operators, and the travel trades) focused on the loss of tourism assets in British Columbia due to forest practices, mining and other industry activities. These issues raise other concerns with provincial policy pertaining to the management of tourism assets. In addition, the report does not directly comment on the internal discussion within Provincial government to prepare a policy on ecotourism and adventure travel. The recommendations in this report will however, have direct bearing on such a policy.

## 2.0 THE VILLAGE OF VALEMOUNT

*What has been the experience with tourism development of the Village of Valemount, and the tourism investors who have brought their proposals to the Village?*

### 2.1 *Tourism Destinations*

Tourism destinations (e.g. four season resorts or provincial parks, helicopter or cross-country ski areas) are often influenced by one or more Provincial policies or programs (e.g. LRMP, BCAL, CRP, BC Parks, etc.) established to allocate Crown resources to development and conservation priorities. Various programs address the capability and suitability of the potential sites to specific activities. Crown land and protected areas are where tourism investors will often point to high quality amenity resources that “create” the attractions that drive the growing tourism sectors such as ecotourism, destination resorts, soft adventure tourism, heli-skiing, heli-hiking, snowmobiling, guide backcountry trekking, rafting, backcountry lodges and wildlife viewing.

These kinds of tourism initiatives, designed to diversify the economy, are found in the Mission Statements prepared by both the Village of Valemount and the Village of McBride as part of their respective commissions that were struck to propose strategies for economic development. These recommendations have been referenced herein as Community-based Tourism Development Strategies

### 2.2 *Community-Based Tourism Development Strategies*

The Village of Valemount in 1993 prepared a clear direction for initiatives involving tourism, for example:

*“The major industry sectors in the area include forestry, forest product manufacturing, tourism, and agriculture... The main industry in Valemount is lumber manufacturing, which has experienced adjustments due to fluctuations in markets in the past few years and will continue to face continuing pressures in the future. In 1991 the major mill in Valemount was forced to close and in 1992 started up again...Threats continue to pressure the wood manufacturing industry.*

*Tourism for Valemount is a growth industry and may hold the best opportunity for a successful future if developed properly. Positioned on the main tourism corridor (Yellowhead Highway #5) and beside a World Heritage Site (Mt. Robson Park) and a national park (Jasper National Park), Valemount has a competitive advantage in the tourism sector. Recent trends towards ecotourism, outdoor adventure travel, and a general ... element of environmental awareness bodes well for Valemount and area”*

*Source: Valemount’s Economic Development Strategy, (1994, pg. 7)*

A Provincial planning program that successfully can transform an economic renewal strategy of a community into a course of action is vital to securing suitable land for a new tourism initiative.

*The specific tourism strategies for 2000 are to transform Valemount into a destination center and service center for backcountry activities, soft adventure and ecotourism.*

**Key Initiatives:**

- Assist planning and development of major tourism projects:  
Canoe Mountain Gondola, Canoe Hot Springs, Ski Hill.
- Trail Development
- Develop multi-activity packaging and partnerships (Robson Valley Tourism Assoc.)
- Identify and plan new winter tourism opportunities

*Source: Valemount Economic Strategy Plan 2000*

How the existing Provincial policies and programs function for investors seeking suitable investment options is the next question to be addressed.

**2.3 Investors and the Village of Valemount**

When it comes to opportunities for economic change, the Village of Valemount has encountered several situations in recent years that represented significant investments that would diversify the local economy. They are listed in Table 2.0

**Table 2.0 Investor Applications for Crown Land Involving Tourism Development Near Valemount**  
(Proposal Type, Financial, Investor, Year Initiated, & Status)

<i>Type of Proposed Development</i>	<i>Financial Involvement</i>	<i>Investor</i>	<i>Initiated in -</i>	<i>Status</i>
<i>Snow-Cat Operation with Cabins</i>	<i>1.3 Million</i>	<i>Italian Investor</i>	<i>1997</i>	<i>Inactive</i>
<i>30 - Room Lodge</i>	<i>2.5 Million</i>	<i>French Investor</i>	<i>1997 - 98</i>	<i>Inactive</i>
<i>Kinbasket Hot Springs Destination Resort</i>	<i>25 - 30 Million</i>	<i>Terra Nova</i>	<i>1999</i>	<i>Active</i>
<i>Canoe Mountain Gondola Project</i>	<i>Up to 100 Million</i>	<i>Sunrise International</i>	<i>1999</i>	<i>Active</i>

Each interested investor probably has one or more stories to tell about the tourism development proposal in which they have, or could have, contributed to the Village of Valemount economy. Ultimately the first two investors did not proceed due to the unexpected difficulties posed by government policies, and the need for them to provide additional information related to their business plan.

One such illustration of the circumstances may offer some insight into the investor’s perception.

It can be described as follows:

*Not so long ago an investor from Milan, Italy and another from Nice, France listened intently as officials from the Canadian Consulate marketed the opportunities to invest in western Canada and pointed to the many attractions that drive the tourism industry. To anyone seeing the information about boundless natural beauty and the outdoor activities that occur within them, it would be a very tempting invitation to take a closer look at what exists in this western region.*

*Each investor made their own arrangements to put this new information to use and to explore the investment climate in Alberta and British Columbia. The Italians arrived in Alberta, looked around Jasper, and proceeded on to the Village of Valemount. They met with Village officials about their cat-ski proposal and they needed site-specific information about a suitable location. Eventually an application was made to Crown Land and the referral process was initiated. After not hearing anything for many months, the investors once again sought help to find out when information would begin to get back to them. Eventually, the Crown Land parcel was referred to several ministries with each one adding its own “cost” to the possible lease price. The Ministry of Forests identified costs associated with timber stand improvement which seemed excessive as the site had natural regeneration. The Ministry of Highways set construction standards for the road to be built to the parcel of interest thereby establishing an up-front utility cost without any potential late-comer agreement. These items were apparently added costs to the lease price that would be set by BCAL as part of the Crown Land Policy. Each incremental item that was added to the site pushed the price of the parcel much further away from the actual fair market value. Eventually, the applicant saw major expense items without even having certainty about the terms and conditions of the property lease. Finally, after three trips to British Columbia from Italy, and no certainty as to the land costs, the investor decided “to throw in the towel” and look elsewhere with their investment capital.*

In addition to Italy, investors from France, Germany, Edmonton, Calgary and Vancouver have met with representatives of the Village of Valemount to discuss tourism development proposals. Each story has its own trials and tribulations. However, it is certain that increasing the capacity of the tourism infrastructure depends upon new investment and the wise management of existing assets. Investment may come from new or existing businesses that simply foresee the opportunity to investigate a development option. In a rural economy, each investor can greatly assist in creating the new products and services that diversify the tourism industry. In those communities that seek to diversify their employment, new investment is welcome. Attracting new investors is a very competitive undertaking and the identification of land that is available and suitable for development is a critical task in the process.

In many of these cases, the proponent experienced difficulties in finding a suitable location for their business initiative. Without doubt, the lengthy process to identify suitable Crown Land sites for the investors raised questions about the provincial planning processes and the programs designed to recognize the needs of rural communities such as Valemount. Some of barriers encountered by investors pointed to questions

about:

- pricing practices for Crown Land
- description of suitable parcels for tourism investment
- identification of a Provincial spokesperson for tourism investors
- time allowances for interagency review of applications
- responsibilities of the applicant
- role of community priorities in the development of tourism products
- policies and procedures of various provincial ministries

## 2.4 Core Tourism Development Functions

Tourism professionals commonly reference three core functions considered essential to supporting small communities seeking tourism investment as well as stimulating the provincial economy. The core functions are:

- 1) fostering investment in new and existing tourism products,
- 2) promoting our attractions and destinations to international and domestic markets, and
- 3) preparing a knowledgeable and skilled workforce to deliver the promised experiences (e.g.- products).

In short, these three core functions can be referenced as

- product development,
- market development, and
- human resource development.

Understanding the role the Province should play in each of these three areas is essential to the success of public decisions at the tourism region level (e.g.- macro-scale planning) together with the public decisions that occur at the property-specific level (e.g.-micro-scale planning). When there is alignment of or vertical integration of the recommendations at the various levels of government decision-making, then the expected outcomes of investments can be significant.

**Table 2.1 Three Core Development Functions**

<i>Function</i>	<i>Mandates</i>	<i>Authority</i>
<i>Product Development</i>	<i>Ministry of Small Business Tourism &amp; Culture LUCO; BCAL; MELP</i>	<ul style="list-style-type: none"> <li>• <i>Tourism Act</i></li> <li>• <i>Land Use Policies</i></li> <li>• <i>Land Act</i></li> </ul>
<i>Market Development</i>	<i>Tourism BC; Regional Destination Mktng Assoc.</i>	<ul style="list-style-type: none"> <li>• <i>TOURISM BC Act</i></li> <li>• <i>Societies Act</i></li> </ul>
<i>Human Resource Development</i>	<i>Ministry of Education; Ministry of Advance Education, Training and Technology; Industry Training and Apprenticeship Commission; Tourism British Columbia; Pacific Rim Institute of Tourism*</i>	<ul style="list-style-type: none"> <li>• <i>Ministry of Education Act</i></li> <li>• <i>Ministry of Advanced Education, Training and Technology Act</i></li> <li>• <i>Tourism British Columbia Act</i></li> <li>• <i>Provincial Tourism Education Council</i></li> </ul>

\* A Memorandum of Understanding on HRD Policy establishes a formal arrangement for a strategic plan covering tourism human resource development between four government agencies.

Generally, the provincial effort in market development and human resource development are well known whereas the product development function is less visible and unknown. Product development is essential to the growth of the industry, to respond to shifting trends in consumer interests and preferences, and to help rural areas address an unmet demand. The Province is a partner in expanding the opportunities for new tourism investments just as it is in the other resource sectors of the economy. This role will be considered in terms of Crown Land policies in subsequent sections. The nature of public-private partnerships will vary regionally because tourism products vary regionally. The variable nature of partnerships between government and non-government stakeholders can be illustrated by examining two situations involving new winter products.

## **2.5 *Partnerships in Product Development***

New winter products presents an opportunity for tourism stakeholders in Canada to be innovative and to offer a product to a niche market that may bolster the local economy. For B.C.'s provincial capital, one of the successful partnerships delivered the Leonardo da Vinci exhibit that ran for the winter months 1998-99 and involved the Royal B.C. Museum and Tourism Victoria. It is credited with an eight percent increase in hotel occupancy in January and February. For the Village of Valemount, the Village and the Chamber of Commerce promoted a winter product in the form of groomed snowmobile trails to serve the niche “snow play” market of the northern regions of British Columbia and Alberta. Both of these new initiatives in expanding the seasonal products required a specific combination of factors to plan, develop, and deliver the offering. Valemount is not likely to host a Leonardo Di Vinci exhibit nor is Victoria likely to serve the Alberta market seeking places to snowmobile. Every community is likely to have comparative advantage for a specific range of products they may develop. Delivery of the product depends upon a physical infrastructure and the cooperation of the partners involved.

Victoria has a refined public-private infrastructure to mobilize in creating the “Leonardo Di Vinci” product to bolster the local economy. The benefits of developing that winter season event is not only economic but it is also structural as it contributes to building cooperative partnerships in a service industry increasingly dependent upon the collaborative initiatives among the stakeholders. The partners in the Leonardo da Vinci offering are governmental and non-profit institutions with the public sector contribution being strongly in the destination marketing of Victoria and the event. The Village of Valemount and surrounding area also has the physical infrastructure to host the snowmobilers but this winter product is very dependent upon a provincial land management partner to ensure there is an approved use designation in place to ensure delivery of the experience.

In Victoria, there are diverse choices among existing or new partners in joint ventures that create a timely product or package. For the Village of Valemount, the community must have a public sector partner with a tourism interest to cooperatively create the snowmobile product. However, finding regionally a public sector partner with a responsibility for tourism product development can, at best, be extremely difficult. While other resource interests have regional representation, tourism does not. The nature, implications, and consequences of this structural disparity are examined in subsequent sections.

## 2.6 *Leadership Role*

Considerable effort has been devoted to examining clues to successfully address crisis and change in rural areas and small towns (Flora & Flora, 1991; Lapping, Daniels, and Keller, 1989; Sim 1988). When economic renewal of small towns and community development has been closely examined, it is local leadership that has proven to be the single most significant indicator of success for community survival (Wall & Luther, 1989; Kotter, 1996; Luther & Wall, 1998). Leadership enhances the ability of small towns to overcome the external forces acting upon them. The community and rural development literature suggests that small towns survive because community leaders embrace change and the residents act upon the knowledge that the future is in their hands. The resilience of a community is its ability to respond to change in the most positive and productive ways possible and this relates to the motivations and will of the community stakeholders to take action.

The Village of Valemount has been very proactive in developing detailed economic diversification plans for the future and in the course of designing those plans has solicited and received extensive public input. That public input has been achieved by years of work done by the Valemount and Area Economic Development Commission Society, the Mayor and Council, staff, several conferences, two comprehensive community surveys, and numerous public meetings. It, therefore, can safely be said that the community has determined its vision for the future. It would understandably like the tools to implement the local vision.

The lengthy discussions between the Union of British Columbia Municipalities and the Ministry of Municipal Affairs with regard to giving municipalities more control and ability to conduct their business has resulted in extensive changes being made to the Local Government Act. However, the planning process and policies of the land and resource ministries remain unchanged and the issue of community involvement in land planning decisions by various ministries continues to be a serious problem. In most, if not all of the studies and plans done by provincial ministries, the incorporation of the future vision for Valemount has received little recognition. In many cases, special projects have been initiated or completed with almost no consultation with the Council of the Village. These provincial initiatives include the Tourism Opportunity Strategy (MSBTC), the enhanced forestry management studies (MOF), and socio-economic assessments for land and resource planning (LUCO). In every case, these studies were commissioned by ministry officials without prior discussion with the Village, and have been awarded to consultants who have scant knowledge of the local vision for the future that has been developed by the community. These projects typically proceeded with most of the input being received from the District or local ministry office and without any in-depth consideration of the economic development plans of the community. It could be a simple oversight or quite possibly because those plans are at times at variance with the internal focus of that ministry. This situation is a common complaint heard not only from Valemount but also in many other communities in the north.

If the lack of provincial consultation on planning studies is combined with the failure to fully recognize the plans of the community in land and resource management plans, then it is apparent why community officials at times can feel the community is irrelevant to the provincial process. If the province wishes to ensure that communities have the appropriate tools to determine their future survival and prosperity,

then communities must have a larger role given to them and their vision must be incorporated into the planning process to the greatest extent possible. Community economic development and diversification must be a “bottom up” rather than a “top down” process and the community must have the support of the province in order to achieve their goals. Fortunately, an effort to promote a discussion on this issue by the Ministry of Community Development, Cooperatives, and Volunteers is a step in the right direction (Province of British Columbia, 2000). As stated in the Discussion Paper’s message from the Honorable Jenny Wai Ching Kwan -

*Communities across the province - rural and urban, coastal and interior - have told us that they want and need a new kind of government support that will enable them, at the local level, to make changes and improvements to their social and economic structures. No more ‘top down’ management from on high, but rather an impetus for community change that comes from local, grassroots-level ideas and projects.*

None-the less, there is a key provincial role to be performed in ensuring land is available for tourism development. The literature indicates provincial government leadership is required for sustainable growth of the tourism industry (Gunn, 1994; Inskeep, 1991; Price Waterhouse and ARA Consulting Group, 1991). When tourism services and products are to be part of an economic renewal strategy for small towns, then the provincial leadership needs to make an equivalent commitment to the role it can perform.

Today, it is evident a growing number of community leaders have advanced a tourism vision as part of their economic renewal strategy. Beyond community prosperity and economic growth, tourism investors also recognize the importance of environmental and social factors associated with tourism development; a proposed development standard put forward nearly two decades ago by Peter Murphy (1983). The opportunity for the province to mobilize its tourism business development capability, to foster a favorable investment climate, and to partner with local government leaders is immense. While small communities like the Village of Valemount have worked with investors to support tangible projects, it is evident a disparity exists between the leadership demonstrated by the Village officials in comparison to some Provincial officials. To examine this disparity, it is necessary to look at each of the tourism development mandates held by the provincial agencies and crown corporations shown in Table 2.1. The questions related to tourism and Crown Land are the subject of the next two sections and the questions appear at the section's heading.

### 3.0 PROVINCIAL POLICY AND PRACTICE FOR LAND PLANNING

*Are Provincial planning policies and practices that facilitate tourism development on Crown Land effective in term of community-based economic development priorities?*

In a seven-year period between 1986 to 1993, various multi-agency planning initiatives were supported at the provincial level to formulate a framework for land use planning. This section provides a capsule summary of the planning initiatives and the principles they put forward to integrate the strategies adopted in other planning processes such as those for economic development and change.

#### 3.1 *Regional Land Use Planning Programs*

In 1992, with the creation of the Commission on Resources and Environment (CORE), a provincial land use strategy and planning process was put into place to address some of the long-standing conflicts involving the Crown Land base. (CORE 1992). The Cariboo-Chilcotin region was the first region to try the CORE approach to land use decision-making and from 1993 to 1996 four regions' land use planning initiatives were convened by CORE.

Independently of the CORE initiative, the Provincial resource ministries were often involved in another process known as Coordinated Resource Management Plans (CRMP) as a local land use decision-making process. The purpose of this process was to integrate all resource values by creating a consensus-based land and resource management plan. The updated and modified process became know as the Land and Resource Management Plans (LRMP) and it was to involve greater interagency coordination and public participation. (BC, 1993a). By 1998, some eighty- percent of the province was covered by some form of strategic land use planning activity (Figure 3.0). However, when the final CORE planning process was concluded in 1996, the only active planning program remaining to address land and resource issues was the LRMP program.

**Table 3.0: Summary of Coverage by CORE & LRMP Plans**

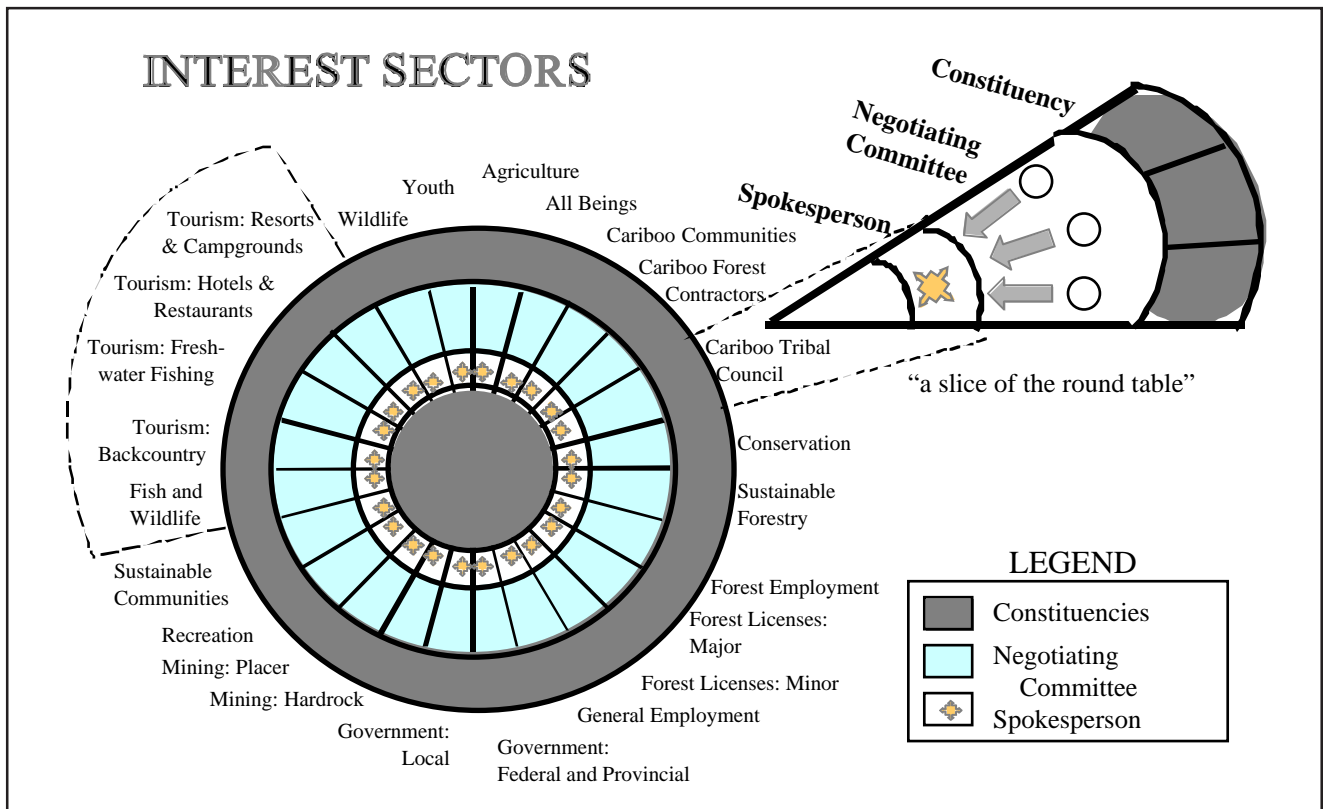
<i><b>CORE Plans</b></i>	<i><b>Lands &amp; Resource Management Plans</b></i>	
<u><i><b>Regional:</b></i></u>	<u><i><b>Sub-Regional:</b></i></u>	
<i>Vancouver Island</i>	<i>Fort Nelson</i>	<i>Robson Valley</i>
<i>Cariboo-Chilcotin</i>	<i>Fort St. John</i>	<i>Kamloops</i>
<i>West Kootenay-Boundary</i>	<i>Dawson Creek</i>	<i>Lakes</i>
<i>East Kootenay</i>	<i>Prince George</i>	<i>Okanagan-Shuswap</i>
	<i>Fort St. James</i>	<i>Lillooet</i>
	<i>Vanderhoof</i>	<i>Central Coast</i>
	<i>Bulkey</i>	<i>Mackenzie</i>
	<i>Kalum</i>	<i>Queen Charlotte</i>
	<i>Kispiox</i>	<i>Cassiar Iskut-Stikine</i>

### 3.2 CORE and Tourism Development

An examination of the CORE initiative in the Cariboo-Chilcotin Region offers an opportunity to assess the degree to which tourism interests were addressed by provincial government agencies in the land use planning process. An illustration of the representation in the interest-based negotiation process for land and resource management plans is highlighted in Figure 3.0.

**Figure 3.0 An Illustration of How Tourism Interest was represented in a Strategic Land Planning Process (i.e.- CORE Cariboo-Chilcotin process)**

Source: Williams, et. al., (1998)



The researchers interviewed all the tourism stakeholders in the CORE process and they were interested in the tourism-related recommendations. It was reported:

*“...the Provincial government agreed to work in partnership with tourism interests in the region to provide legislation that would help to sustain natural resources upon which the tourism industry depends. It also promised to ensure that a responsible public agency would be given a clear mandate to represent tourism resource interests in the regional resource management and policy development. As well, the government pledged to work with tourism interests to develop a land use policy statement and to appoint a staff person to work with these interests in land use planning. It asserted that the land use plan would “promote expansion, new growth, investment, and job creation for tourism-based industries”*

Source: Williams et. al., (1998)

As an area with considerable potential for tourism development the Cariboo Chilcotin region has a sparse population, pristine protected areas, and a rich settlement heritage. The opportunities for future expansion of tourism business is substantial (Tourism BC, 1996). The stakeholders participating in this CORE were interviewed and the researchers listed several deficiencies in process as noted in Table 3.1.

**Table 3.1 Deficiencies Identified by participants in the CORE Planning Process**

- *Although CORE allowed a full range of tourism interests to sit at the negotiation table, government provisions of map and information critical to tourism was slow and incomplete . . .*
- *. . . Most respondents did not feel government staff were empowered to commit the resources needed to assist tourism interests in a timely and effective manner. Many respondents commented that the provincial government agency responsible for tourism - the BC Ministry of Small Business, Tourism, and Culture - lacked the resources and technical capability of their forestry counterparts in the BC Ministry of Forests.*
- *Many respondents commented on the overall lack of understanding by government of the needs of tourism with respect to land use planning. For example, there were no comparable government policies in place to guide the planning of land for the tourism industry . . .*
- *. . . tourism interests felt that they were hindered by a lack of support from municipal and regional governments. While most stakeholders felt that provincial government representatives played a neutral role, local government representatives were seen as overtly biased towards logging and mining interests. As one tourism respondent commented, "Local government was only interested in maintaining their existing tax and voter base in a region dominated by the forest industry."*

*Source: Williams, Penrose, and Hawkes (1998)*

In terms of government policy and practices, this evaluation of tourism planning also stated:

- *Tourism Planning Policies . . . of great concern to the tourism representatives was the lack of government policies dedicated to supporting the tourism industry in natural resource allocation matters.*
- *Forest Practices . . . Many Tourism stakeholders were frustrated with the willingness of government . . . to adapt forest practices which would safe guard the region's environmental and aesthetic values. The Tourism Representatives expected the forest industry to come forward with more information concerning how they planned to sustain forest and tourism values over the long term. This did not occur.*

*Source: Williams, Penrose, and Hawkes (1998)*

Other concerns dealt directly with the Commercial Recreation Policy such as:

- 1) Securing access to land and resources for the development of existing and new tourism

- operations through the provision of legal tenure to tourism operators for exclusive use;
- 2) Ensuring that legal tenures could be sold or used as investment capital to finance operations;
  - 3) Securing zoning of areas where tourism would be the primary designated use;
  - 4) Supporting sustainable integrated resource management in the vicinity of commercial and non-commercial tourism and recreation areas so as to ensure that extractive industries ... could be conducted at appropriate scales and in ways that protected viewscapes.

However, after considerable effort at negotiating, the Cariboo-Chilcotin round table reached an impasse. In spite of a time extension, agreement on a set of expected outcomes was not reached. In discussing final concerns with stakeholders about the planning effort, it was reported:

- *The most significant resource gap for tourism interests was the severe lack of accurate and relevant information.*
- *Tourism stakeholders depended upon the Government of BC to help them in this regard. Unfortunately, much of the information provided by government arrived late or not at all, and much was not in a format that was immediately useful to the negotiating process.*
- *The tourism sectors lacked up-to-date socioeconomic data on tourism's contribution to the economy . . . Tourism representatives could not match the economic and resource information and analytical capabilities brought forth by many of their counterparts in the other sectors especially the forest industry.*

*Source: Williams, Penrose, and Hawkes, (1998, pg. 58)*

### **3.3 LRMP and Tourism Development**

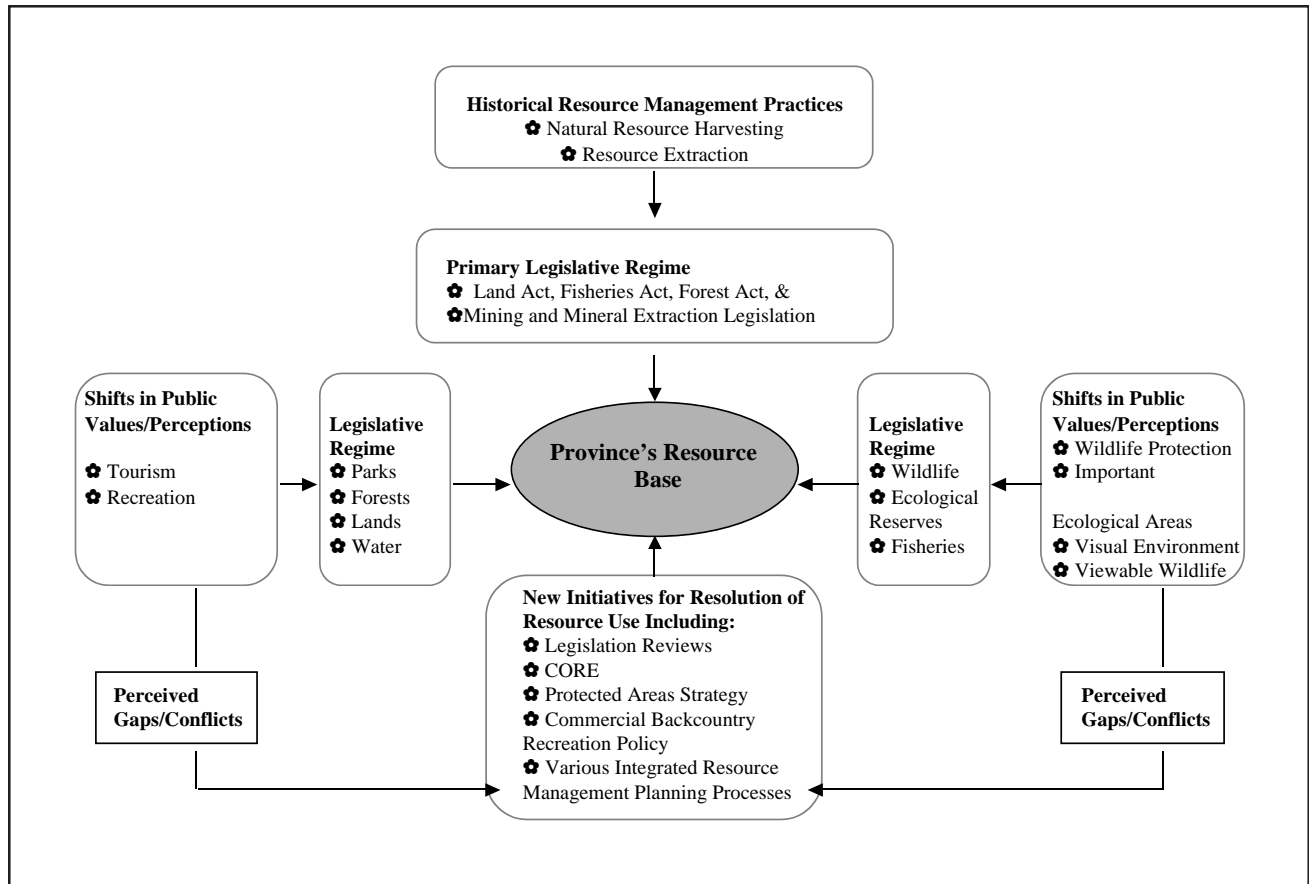
*Land and Resource Management Planning: A Statement of Principles and Process* (Province of BC, 1993a) outlines the principles for the delivery of an LRMP process, and the production of an LRMP document. As outlined in this policy document, the principles guiding the development of a land and resource management plan include :

- 1) *Participation of all resource management agencies (federal, provincial, and local);*
- 2) *Meaningful and open participation;*
- 3) *Decision-making by consensus wherever possible; and*
- 4) *Integration with other planning levels*

*Source: Province of BC (1993, pg.1).*

The Robson Valley LRMP was one of the first LRMP processes to be initiated. The Robson Valley experience has been examined in three evaluative research reports both in terms of the decision-making process it sought to implement and in terms of the results (Duffy, et. al., April, 1998; Waterhorn, October, 1998, Pfister, et. al. December 1998).

**Figure 3.1: Provincial System for Resource Planning & Management**



Source: The ARA Consulting Group, 1993.

In the LRMP assessment reports, there was consistency in the findings with regard to the participation of the tourism ministry and that was, it was ill prepared and unable to provide adequate information for the planning effort. In an evaluation of the Robson Valley LRMP, it was noted that:

*Government agency representation was seen to be inadequate for many reasons, including:*

- *lack of depth of experience in land use planning and consensus-based processes;*
- *inconsistent representation;*
- *lack of timely delivery of information;*
- *narrow expertise; and*
- *inadequate funding, especially for smaller agencies.*
- *The lack of clarity of the role of government representatives contributed to public perceptions of agency bias. Not all government managers were supportive of their staff's participation in LRMP.*

Source: Duffy et.al., (1998, pg. 25)

O'Donoghue (1998) independently reviewed the proceedings of the tourism committee for the Robson Valley LRMP and it was stated that tourism needed to be more fully represented in the planning process. Moreover, for the participants it "was evident that resource inventories were antiquated and shallow."

Of importance to the Village of Valemount is how well the community-based economic development strategies of the Village were accommodated in the land use planning process. Given that one of the stated LRMP principles was to ensure the “*integration of LRMP’s with other planning levels*”. One critical assessment of this issue states:

*While LRMPs have social, economic, and environmental sustainability as a goal, experience suggests that they have not been an effective vehicle to address economic development issues. Economic development strategies are often add-ons to LRMP plans rather than an integral part of these plans. LRMP plans typically identify mechanisms to mitigate potential impacts, rather than propose economic development strategies. As a result, participants with long-term economic concerns have been less satisfied with LRMP results.*

*Source: Duffy et.al., (1998)*

The importance of tourism as a significant economic and employment generator has slowly gained some recognition in the past two decades. Yet when tourism business representatives speak on the significance of viewscapes to backcountry users, tourism interests are likely to be in competition with the traditional extractive industries. Traditional land use planning processes have neglected the successful integration of tourism stakeholders, public agencies, and business investors. It is clear that the Robson Valley LRMP did not proceed as expected. As O’Donoghue (1998) stated “tourism seems to have been poorly represented throughout the process with little input from the tourism sector.” Ultimately, the needs of the new tourism operations must be integrated into the community decisions to plan for change. This local participation is necessary for the assessment of tourism assets and scenic resource in resource-dependent communities. (Pfister, 1998).

In an examination of planning for Clayoquot Sound, White (1999) wrote about the identification of scenery as a key tourism asset and attraction that directly conflicted with clear cutting. The Tofino-Long Beach Chamber of Commerce asked for a tourism study that looked at the extent, significance, and economic worth of the region’s tourism sector and the tourism resources in the area. Based upon a focus group process, scenic corridors and tourism resources were ranked and a controversial comparison was made between the tourism development activities in Tofino and Ucluelet. The growth in the tourism sector for the two Vancouver Island communities has been noticeably different, as was the assessment of scenic resources in the communities. Tofino had grown by 70 percent between 1981 and 1988 and the explanation for the dramatic difference in growth was the effort to protect scenic resources.

*Tofino’s efforts to protect resources - such as the towns viewscape on Meares Island-has likely resulted in an increased tourism investor confidence (and thus the rapid growth in facilities and services) as well as heightened visitation. For whether visitor, or business operator, if the choice is between two otherwise equal communities, preference will surely be for the one in which the quality of the tourism environment is nurtured.*

*Source: White, (1999)*

It is interesting to note that the effort to identify and rank the scenic resources was initiated in this case by community level stakeholders (i.e.- Chamber of Commerce) rather than a provincial resource management agencies. It can be mentioned that the implementation authority for Visual Quality Objectives in the planning process is defined in the Forest Practices Code.

### **3.4 *The Evolution of Tourism Planning***

Weaknesses in tourism planning have been referenced in the literature for nearly twenty years. Some of the gaps in the planning process received attention shortly after the federal and provincial governments signed the Canada-British Columbia Travel Industry Subsidiary Agreement (TIDSA). In 1978-79, Federal and Provincial agencies decided to jointly invest in examining the tourism sectors and the Destination Marketing Regions. By 1982, nine regional tourism plans were prepared in British Columbia under the terms of the agreement. While the regional plans recognized the need for joint resource planning (e.g.- an inter-ministry effort), the regional plans themselves contained no original scenic assessment, biophysical data, nor socioeconomic data from visitor surveys. Moreover, the regional documents were general concept plans linked to a then-popular Provincial Tourism Strategy. Without the participation of local community stakeholders the important linkages to the communities where plan implementation would be required was uncertain. (Montgomery, 1983).

The state-of-the-art for tourism planning fifteen years ago was such that the Provincial Tourism Strategy did not link with a community-based economic development strategy. Planning programs, and their associated practices, were fragmented and often carried out in isolation of one another in terms of parks, recreation, heritage, and tourism ministries. Little has changed since then except that the Protected Areas Strategy, as an initiative of BC Parks, permitted them to identify representative landscape units that would be part of the LRMP process. Tourism could have done the something similiar to BC Parks as there was some interest in mapping of tourism attractions following TIDSA.

The sudden existence of so many TIDSA-generated tourism plans and special reports did precipitate a need for an improved land-based information system. Tourism capability mapping was initiated, consultants prepared planning tools based on resource-based tourism products (Ethos Consulting, 1987, 1993), and government published Community Tourism Action Plan manuals (borrowed from the Province of Alberta) to stimulate grass-root community tourism development plans (Alberta 1988, British Columbia, ND). Inter-ministry cooperation was clearly a priority by the late 1980's both in economic development planning (Municipal Affairs, 1986), and in inter-ministry protocol agreements for resource mapping standards. Thus, the "new data" generating support of resources for planning were becoming more available. While many people worked with the tools and the mapping resources, there was no systematic system to acquire the new tourism data necessary to keep current and up-to-date. This "short-shelf life" of the maps became most evident in the LRMP process. The communities received "how to" manuals for tourism planning.

### **3.5 *Tourism Barriers: Problem Identification***

In 1993, a comprehensive initiative was undertaken to bring the tourism industry together with the provincial agencies with the focus being on tourism planning and resource management. There has always been a diverse variety of resource planning processes underway, concurrently in the Province and the gap in tourism representation was identified as a problem (The ARA Group, 1993). In light of the concerns voiced in the industry today, one should note the concerns raised eight years ago. The tourism industry representatives put forward the finding that:

*Time is running out and their interests with respect to resource management for the most part, are not being addressed. The tourism industry representatives unanimously agreed the Ministry of Tourism must identify and legitimize itself as a key player in resource management processes.*

*Source: The ARA Consulting Group, (1993)*

Specific issues related to tourism resources at that time were:

- *Greater coordination between tourism and those agencies offering and managing recreational experiences (e.g. B.C. Forest, BC Parks, etc.)*
- *Supporting landscape management as a component of tourism resource management, and*
- *Strengthening the linkage between tourism and culture/heritage values.*

After extensive dialogue between the two key groups (i.e. - Tourism industry and Provincial government,) the conclusion was there was considerable policy change underway in the land use planning arena and it was not the best time to pursue new Provincial legislation. This was predominately the view of the government representatives.

*Agencies suggested that the preferred approach for tourism at this time is one of working with existing processes in a proactive and focused manner to advance the tourism interest, rather than pursuing legislation. If it was determined that legislation was ultimately required, the general preference was to amend existing legislation to add a tourism resource management mandate rather than create a new and separate act.*

*Source: The ARA Consulting Group, (1993)*

Concurrently with the status quo position being taken by government representatives, it was noted that some of the existing processes that were underway would create difficulties given the staffing level of the Ministry of Tourism. Some of the planning processes included:

- *Land and Resource Management Plans*
- *Commission on Resources and the Environment*
- *Protected Areas Strategy*
- *Integrated Resource Planning Committee*
- *Major Project Review Process*
- *Aboriginal Land Claims*

### 3.6 General Observations

The Province of British Columbia has two broad avenues for identifying parcels of Crown Land that may be accessible for private investment by tourism businesses. The first set of policies pertains to the *land planning process* for a region or subregion (i.e.- policies related to the legislative mandate of the Land Use Coordination Office, BCAL, or other resource ministries). The second set of policies (to be discussed in the next section) governs the *land application process* for the commercial use of Crown Land. The following comments offer a foundation for preparing recommendations (Section 5) pertaining to the community-based tourism development priorities.

Based upon the literature evaluating the land and resource management plans together with the interviews with business and governmental individuals, it can be concluded that provincial planning policies and practices are ineffective in addressing the land issues associated with community-based economic strategies involving tourism. This conclusion takes into account the following findings:

- Over the past decade, the regional land planning activities of CORE and subsequently LUCO have been remiss in linking the LRMP implementation to the land requirements for commercial parcels identified in community-based economic development strategies.
- Regardless of frequent and reoccurring tourism industry warnings from the very beginning of the provincial land planning process, the literature suggests the provincial government did not honor its pledge to ensure the land use plans would “promote expansion, new growth, investment, and job creation for tourism-based industries”.
- The Ministry of Small Business, Tourism, and Culture (MSBTC) was not prepared to provide the technical information nor the active support expected by the tourism representatives contributing to the regional land use roundtables. MSBTC has the legislative mandate to play a significant role in land and resource management planning process, yet it lacked the capacity to do so. It chose instead to engage in macro-level land mapping program that was not related to the identification of suitable commercial parcels for tourism investment and product development.
- All the public agencies or crown corporations responsible for representing government interests in the very diverse resource sectors of the provincial economy have public servants working in regional offices except for tourism.
- Land Planning policies could advance community-based tourism development strategies more effectively if adequate funding is committed to implementing Crown Land Planning (i.e. - Land Act) in specific areas.
- In the most recent planning effort, the participants in the Robson Valley Round Table (RVRT) struggled with difficult land use decisions and the experience offers insight into the difficulties faced by economic transition strategies that should be addressed in a Land and Resource Management Plan. While there may be no single reason for the lack of consensus on the part of the RVRT, it has been noted in the land planning experiences, the Ministry of Forests and its industry stakeholders exercised significant influence on the direction of land use recommendations (Williams, et. al, 1998; Watchhorn, 1998).

- The two stakeholders coalitions that formed, essentially stood to represent extractive versus non-extractive use of the forests. Tourism interests aligned themselves with the conservation (non-extractive) coalition of the RVRT. For the conservation coalition, the establishment of Visual Quality Objectives and the protection of landscape views were key issues in 1996 and once again, four years later, this issue has been identified as a concern of investors involved with the tourism proposal for Canoe Mountain. Thus, the importance of scenic resources to tourism investment in this province is ever present. (White, 1999). The original timeline identified for the RVRT to complete its planning work was set for 18 months but, after three years of negotiations, the RVRT was unable to reach consensus. The LRMP initiative was then completed by a multi-agency team of Provincial government staff.
- The pressing economic dilemmas faced by forestry-dependent communities such as the Village of Valemount should be seen as an urgent issue and the principles set forth in the LRMP planning process must be met in regards to the economic transition strategies of local government. However, in the absence of an agreed upon and inclusive conflict resolution process, the LRMP planning effort has not proven to resolve differences among planning participants. The Village of Valemount vision and their set of strategies received scant attention and this weakness serves as a procedural barrier for implementation of the community-based tourism strategies formulated by the Village.

### **3.7 Findings - Planning Practices**

An examination of the Cariboo-Chilcotin CORE process and the Robson Valley Round Table (RVRT), provides a clear opportunity for observing the deficiencies of the strategic planning practices. A separate opportunity is to examine a land planning exercise is the Robson Valley Crown Land Plan (RV-CLP) completed eight years prior to the start of the LRMP process (Ministry of Lands & Parks, 1985).

- The RV-LRMP is a strategic or macro-level planning process and, as such, it does not contain sufficient detail to respond to the specific visual quality information needed to advance the Canoe Mountain tourism attraction proposal put forth by Sunrise International. Yet another Resource Management Zone planning process is being considered to purportedly address the information gaps. It is doubtful this macro-level planning process will address the needs of the investor or the Village of Valemount.
- The RV-CLP identifies specific parcels of Crown Land and their proposed uses. Its coverage is largely of the settlement areas of the Robson Valley corridor. This land planning process does identify permitted uses, zoning and restrictions for its area of coverage. While originally completed some time ago, it has been amended over time to be relevant to current planning decisions.
- Tourism development strategies crafted by the Village of Valemount can more readily be accommodated in the process set out by the RV-CLP designations than in the RV-LRMP process. The differences between the two planning processes relate to the representation of the stakeholders, the level of mapping detail, and perhaps the ease of completion. These factors will be covered further under recommendations in Section 5.

## **4.0 PROVINCIAL POLICY AND PRACTICE: CROWN LAND DISPOSITON**

*Are the Crown land disposition policies and procedures that facilitate tourism investment in British Columbia comparable with those of Alberta?*

### **4.1 Policy Authority in Alberta & British Columbia**

The Alberta Tourism Recreational Leasing Process (ATRLP) is regulated under two different authorities. The area land manager for the Alberta Environmental Protection - Land and Forest Service Branch is responsible for administering the process in the forested or green areas of the province. The Alberta Public Land Services, Agriculture, Food and Rural Development are responsible for the administration of the policy in the white areas (non-forested) of the province. Despite the two different contact agencies the process is identical, as both contact agencies report to the Land Administration Division of Alberta Environmental Protection for official and final approvals of any leases processed by the two contact agencies. The only difference between the two agencies is as a result of different issues surrounding development in forest land and prairie land. These differences in third party issues do not affect the administration of the ATRLP; as a result this analysis will not consider the differences between the two contact agencies. Instead the analysis will focus on the policy and administrative practices. The information provides a summary of the Alberta process and clearly illustrate the differences between the BC and Alberta processes that are most pertinent to investors. The Alberta process has only three steps and appears to be a streamlined process. This is a contrast to BC's process that is administered by the B.C. Assets and Lands Corporation (BCAL) with five steps each with the potential to be more onerous for the investor than the comparable steps in the Alberta process.

The most important difference for the investor is that the Alberta lease process is entirely driven by the proponent of the project and their liaison officer. In Alberta this process has been streamlined because the contact agency liaises with all of the interested parties to the lease. They then provide information to the proponent regarding the information required by each stakeholder before a lease can be issued. The lease will be issued at the speed with which the proponent can comply with all of the requirements.

### **4.2 Alberta's Tourism Recreational Leasing Process (ATRLP)**

The Alberta Tourism Recreational Leasing Process (ATRLP) is designed to respond to unsolicited proposals for public land that are tourism and commercial recreation oriented. Generally these are business sector developments that offer recreational opportunities to the public and they may involve any of the following requirements:

- 1) the requirement for long term tenure,
- 2) the placement of permanent structures,
- 3) in the opinion of the department, the need for public review, or
- 4) integration with existing land uses.

If the project does not meet these criteria and takes place on Crown Land the proponent should contact the area land manager. The area land manager will determine if the project requires a permit of occupation, or if the development is consistent with the Integrated Resource Management Plan (IRMP). If the project does not fit with the uses set out in the IRMP the project may not be allowed. The manager has some discretion for permits of occupation. The land manager may approve one of these if in his/her opinion there is little or no impact and the proposed development is consistent with the uses set out in the IRMP. There are three stages to ATRLP. (See Figure 4.0 for a flow chart.) Stage one includes pre-application meeting, application submission, acknowledgement letter, public disclosure, and agency review and comments. Stage two includes the letter of intent and conditional compliance. Stage three is the actual lease issuance.

### ***4.3 Three Stages in Project Assessment***

#### ***Stage One***

The first step is for the proponent to determine the area and the scope of the development to determine the project eligibility for the ATRLP and which contact agency will process the application. If the project is in a white area of the province the Alberta Public Land Services, Agriculture, Food and Rural Development is responsible for the administration of the policy. If the project is in the green area of the province the Alberta Environmental Protection - Land and Forest Service Branch is responsible for administering the process. Once the proponent determines which agency they are to submit their application to, the agency will facilitate all other government contacts. The proponent should prepare for the pre application meeting by providing the manager with a written outline of the project. The document should contain the size and scope of the project, intended area of development, identify infrastructure and access requirements, and include a concept sketch showing the placement of all structures on the proposed land base. During this meeting the land manager will provide the proponent details of what information is required in their application. If the proponent wishes to continue with the process after hearing all of the concerns of the land manger a hold will be placed on the subject land base for 60 days while the application is being prepared by the proponent. Once a hold is placed on the land no other applications will be accepted on the land for 60 days or until the application is accepted.

The application should include a business plan, a marketing plan, and detailed site plan, in addition to addressing all of the concerns raised by the land manager in the pre-application meeting. The application fee must also accompany the application to Alberta Environmental Protection where it will be reviewed. If the review determines that the application is complete a CNT (Consultative Negotiation) will be placed on the subject parcel of land. With this designation no other applications will be accepted until the proponent has run though the entire application process. An incomplete application will be returned with a notice of deficiency allowing 30 days to resubmit. After an application is accepted it will be sent to all concerned agencies for official comment. The proponent will get an official letter detailing the deficiencies to be satisfied before a lease can be issued. During the review any agency can reject the application if it is not consistent with the agencies enabling legislation. It is very important the proponent has done their homework prior to getting to

this point. While the agencies are reviewing the application the proponent must publicly disclose the application. The acknowledgement letter will describe how the proponent is to complete this task. Normally public disclosure is accomplished by placing advertisements in a local newspaper for a period of two consecutive weeks. The advertisements will invite the public to comment on the project in writing to the Alberta Environmental Protection Branch.

After receiving all of the public and agency comments the Land Administration Division will forward them to the land manager to make a decision on the application. If the application is rejected the proponent will be notified in writing with an explanation of the reason.

### **Stage Two**

If the application is “approved in principle”, a letter of intent is issued and it indicates that:

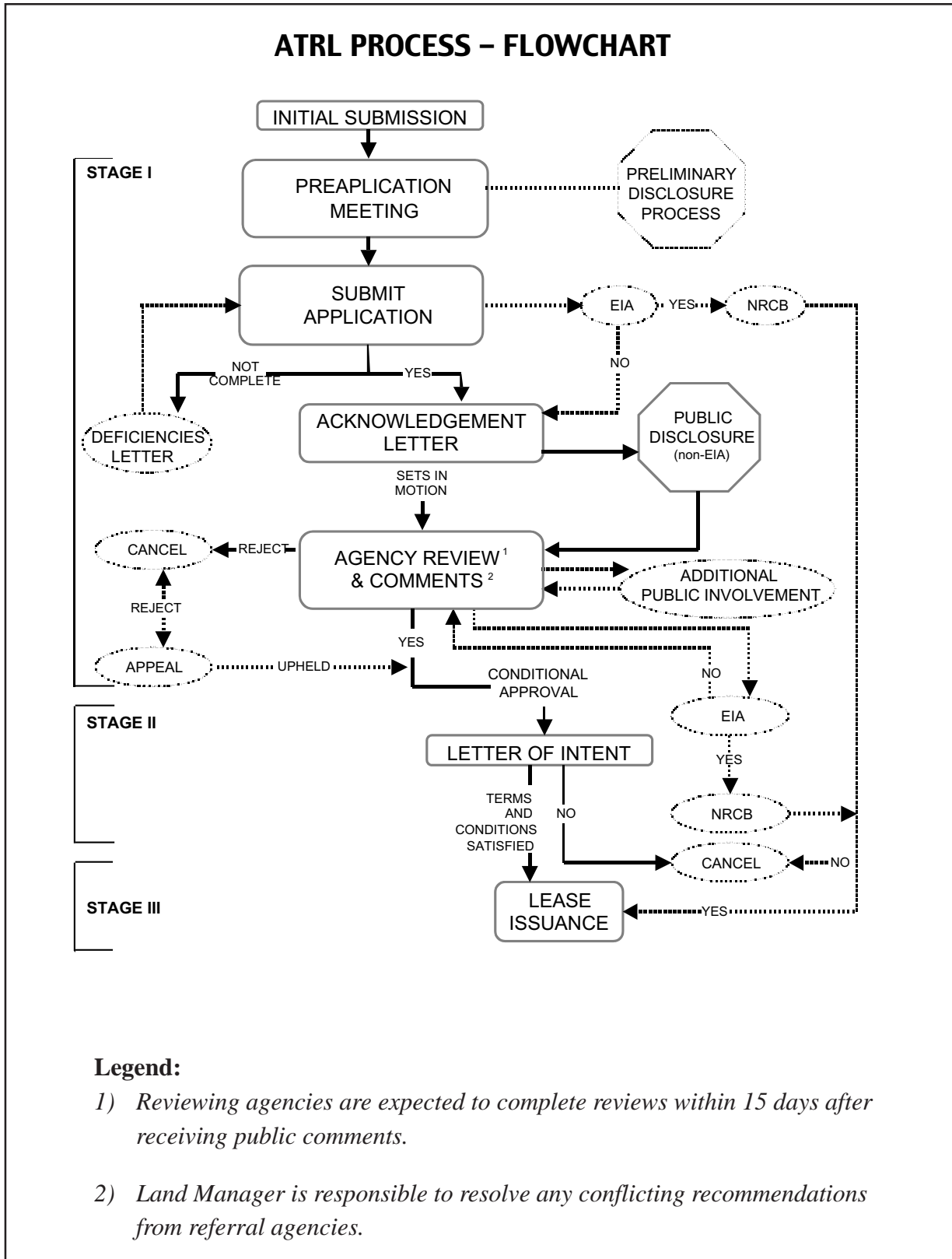
- 1.0 A lease will be issued upon the proponent’s resolution of all identified deficiencies and the fulfilment of any municipal requirements. Terms and conditions will be included with the letter.
- 2.0 The land base will be held by a CNT for a period of six months. A proponent may apply for an extension if they can show due diligence in meeting the terms and conditions of the letter of intent.
- 3.0 A land holding deposit is required and it will be applied to any rental or other costs of the lease issued. If the proponent fails to meet the terms and conditions or withdraws the application at this point he/she will forfeit the deposit. If the proponent cannot meet the terms and conditions due to circumstances beyond their control (refusal of municipal development permits), the deposit will be refunded.
- 4.0 Identify the amount of security deposit required for reclamation.

The purpose of this letter is to assist the proponent in financing for the project and in fulfilling expectations set forth in the policies of government.

### **Stage Three**

When the proponent submits proof that all of the terms and conditions of the letter of intent have been satisfied, the Land Administration Division will issue a lease.

Figure 4.0: ATRL Process - Alberta



#### 4.4 British Columbia's Commercial Recreation Policy

The British Columbia Commercial Recreation Policy (BCCRP) applies to any operation involved in commercial recreation either directly, by providing guide services and/or, indirectly by providing access to crown land in the area of the business facilities. The exception to this is alpine skiing developments, which are tenured under the Commercial Alpine Skiing Policy. The BCCRP has five component parts, which are outlined in subsequent paragraphs. In the new policy (MELP, 1998, p 5), eight strategic principles were developed in support of the policy vision statement.

##### Strategic Principles

The vision statement of the British Columbia Assets and Land Corporation (BCAL) is “an environment that is naturally diverse and healthy, and enriches peoples’ lives”. The Crown Land Commercial Recreation (CR) Policy has been developed in support of this vision, and to reflect the strategic principles listed below.

- Environmental Stewardship  
Protecting and maintaining environmental integrity, using land and resources within their capacity to sustain use, and maintaining biological diversity.
- Public Access and Use  
Maintaining public access to enter and traverse Crown Land as a primary consideration in evaluating proposals for commercial recreation. As a general guide, legitimate reasons to manage public access may include the potential for conflict, environmental, and public safety concerns.  
Providing a balanced mix of recreational experiences, both commercial and non-commercial.
- Business Certainty  
Ensuring that new CR applications are compatible with the operational needs of existing CR businesses.
- Economic Diversification  
Providing for an environmentally sustainable, responsive, and vibrant commercial recreation industry.  
Ensuring that commercial recreation operations are considered as integral parts of diversification strategies for communities and regions in transition.
- Public Consultation  
Involving other interests through a fair, open and consultative process which takes into account locally-established priorities, and public interests, while not fettering the Minister’s ultimate decision making authority.
- Inter-agency Coordination  
Managing Crown Lands in an integrated, cooperative and open manner, with involvement from provincial government agencies, local governments, First Nations and the public. Using existing agreements between agencies, to develop government responses to commercial recreation proposals. Considering all government commitments for resource use during the review of commercial recreation proposals.

- *Relationship with First Nations*

Providing economic development opportunities for First Nations, and consulting with First Nations on commercial recreation proposals, consistent with provincial and ministry guidelines with respect to aboriginal rights and title.

- *Land Use Planning*

Ensuring that land allocation decisions are consistent with approved local, regional and provincial land use plans, including strategic plans, Land and Resource Management Plans, Local Resource Use Plans and local government plans, with special consideration to commercial recreation values identified in these plans.

Due to the magnitude and complexity of the Commercial Recreation Policy, please refer to complete copies of the Guidelines for Staff and Applicants, The Commercial Recreation on Crown Land Policy and the Application Package which are available on the government website ([www.elp.gov.bc.ca/clb/crec/finalcbr/](http://www.elp.gov.bc.ca/clb/crec/finalcbr/)).

#### **4.5. *Five Stages in Project Assessment***

##### *Stage One*

This stage includes the actual submission of the application by the proponent. The application must include all relevant mapping for the proposed tenure area, a management plan, and a business plan. The management plan is the largest part of this stage and it should:

- justify the area you have applied for;
- explain your entire operation;
- identify all environmental issues in the proposed area, and show how you plan to address them;
- identify all other users in the area and indicate how you propose to co-ordinate use and avoid conflict;
- indicate your understanding of First Nations issues in the area, and how you plan to deal with them;
- show your understanding of public use of the area, and how you plan to maintain public access

##### *Stage Two*

In this stage the British Columbia Assets and Lands Corporation (BCAL) does a preliminary evaluation of the proposal for any obvious conflicts with other tenure holders in the area. The application may be returned for further study by the proponent or the proponent may have to resolve immediate conflicts before moving on. If there are no obvious conflicts identified the proposal will progress to the next stage.

##### *Stage Three*

This stage is the public part of the process. The proponent must advertise the application for the tenure inviting public feedback for 14 days. The public (or any concerned party) will make comments to the British Columbia Assets and Lands Corporation (BCAL). If the corporation determines that there is excessive public concern the proponent may be required to host a public meeting to explain

the proposal. Each issue raised by the public must be addressed by the proponent before the application can proceed to the next stage.

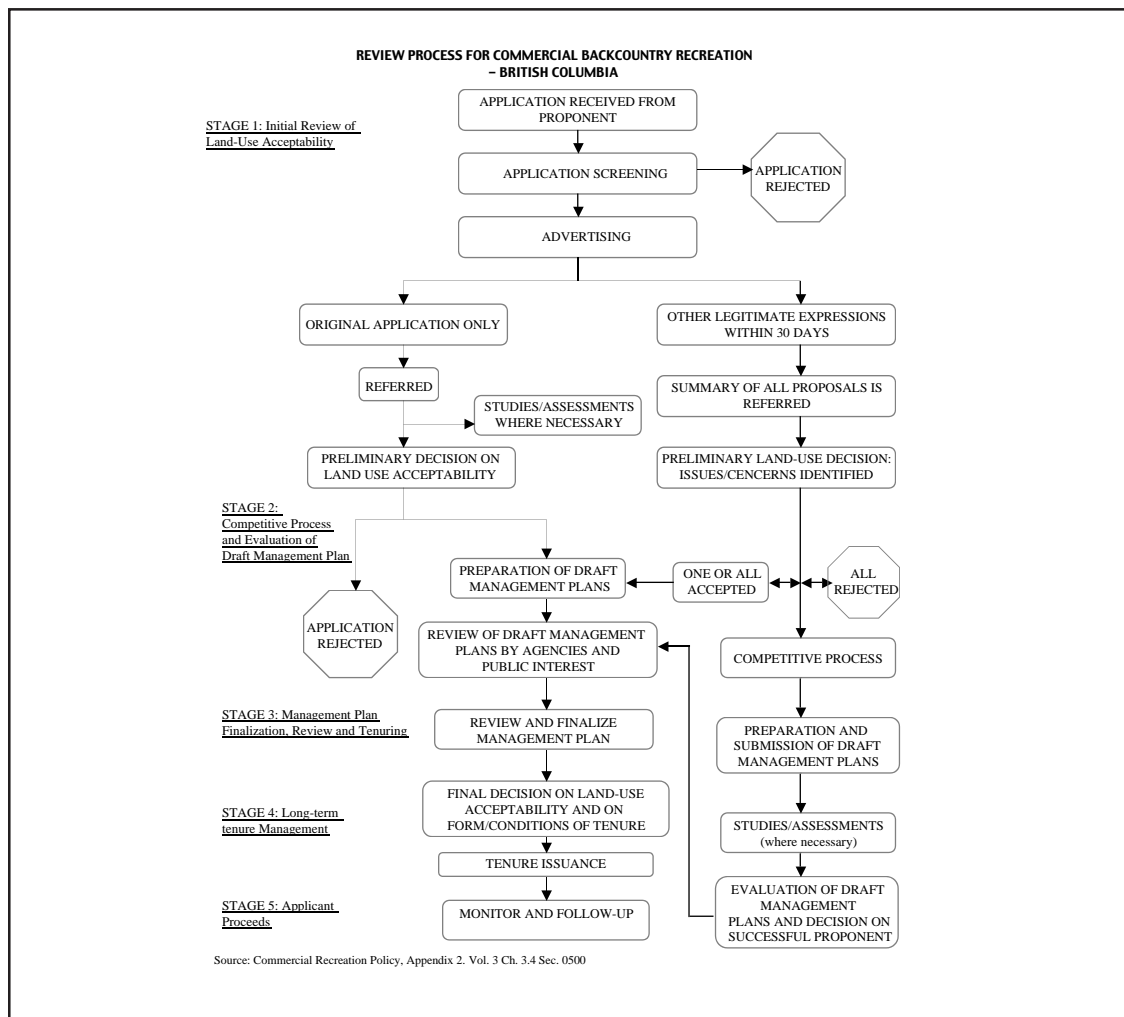
***Stage Four***

Following public comments, an internal review of the proposal is conducted by the provincial, federal, municipal, and First Nation governments under whose jurisdiction the proposal falls. The Land Officer reports that, The Corporation tries to return the application in 45 days but there is no maximum time limit on this step. Any issues addressed here must be resolved by the proponent. The proponent must either prove the ministries are wrong in their assessment or negotiate a solution. If no solution is reached the proposal will be disallowed. If the proposal is disallowed the proponent has no formal appeal process. If all of the ministry departments agree that the proposal should proceed the proponent moves to the next step.

***Stage Five***

The final stage involves the corporation sending the applicant an offer for tenure. The applicant may choose to accept the terms and conditions of the offer or may reject the offer. Either of the options will bring the process to a close.

**Figure 4.1 B.C. Process: Commercial Recreation Policy**



#### 4.6 *General Observations of the Practices*

An examination of the process where by tourism investors apply for Crown Land tenure provides the following four general observations:

- Tourism investors vary considerably in their business skills, financing, and knowledge of the Crown Land application process. Most importantly, the investor may not fully appreciate the amount of site and fieldwork necessary for the preparation of their Crown Land application. This variability in the completeness of their application presents noteworthy and significant difficulties for BCAL staff (as well as the other government reviewers) because some essential details are absent or not communicated within the submission. In essence, some tourism proponents are not “business-ready” when the applicant chooses to begin the Crown Land application process.
- A variety of reasons exist for why investors would choose to start the application process before they are ready. On one hand, the applicant may have limited knowledge of the extensive examination their application will receive or they could be trying to secure the go-ahead on a parcel of land without doing sufficient work to justify it. In the first case, it is important to recognize there are some bona fide investors that require provincial assistance in preparing materials for scrutiny in the application referral process. The need may not be identified or evident until an applicant has already started the process. The assistance of a field staff person with tourism and land application expertise would be helpful.
- The BC application process, in contrast to the Alberta process (see Figures 4.0 and 4.1) has more steps and checkpoints in the flowchart which may account for the length of time it takes to reach the step of final approval. One of the explanations given for the more abbreviated steps in the ATRL process is that if the application is not “business-ready”, the submission is not accepted. The applicant simply does not begin the application referral process. Setting high standards for applicants to begin the review process has the benefit of encouraging an investor to be seriously involved in the details of their proposed development before the application proceeds to far.
- The Crown Land application process tends to be time-consuming for all parties *in the absence of a proper planning process* that effectively addresses tourism. It would be best to leave the land disposition practice to special situations where a commercial parcel was overlooked in the planning process and the parcel applied for is worthy of serious consideration. The Crown Land planning process would be the most effective approach to identify parcels that correspond to the tourism development strategies prepared by the Valemount and Area Economic Development Commission.

BCAL has responded to each of the tourism proposals (Table 2.0) discussed with the officials of the Village of Valemount. As mentioned, each proposal was handled in accordance with the

guidelines and practices governing the Commercial Recreation Policy. However, when Crown Land applicants have missing details in their submission, there will be delays in the referral process. Since there is at least two sides to every story, it will be difficult to untangle historical processes affecting each application. Moreover, the interviews were oriented to the discovery of the way current practices advanced core development functions.

#### **4.7 Findings-Differences in the Process**

The primary difference between the Alberta process and the BC process is the:

- Relative simplicity of the ATRL process in the sense the investor need only contact one agency in the lease application process. The Land manager in Alberta co-ordinates inter-agency consultation on the application. This service can save the investor several months (and perhaps several years) in the lease process.
- Attention given to the issue of certainty. In Alberta once the investor has entered into the process they have a hold on the land. In BC it is possible for a tenure to be issued on an area applied for negating the investors' progress through the process.
- Results of the application process appear to be more secure in Alberta. A tenure in Alberta assures that the tenure holder will be compensated for any loss or infringement on the terms of the tenure. In BC the tenure resulting from the BCCRP provides none of the same protection or exclusivity. If the ministry deems there to be unused capacity in your tenure they could issue a competing tenure without compensation.

## 5.0 CONCLUSIONS AND RECOMMENDATIONS

*Can Provincial policies and practices be better aligned to advance community-based tourism development strategies? If so, what actions are recommended?*

This section highlights the conclusions drawn from the analysis of policies and practices affecting tourism investment. The findings encompass:

- The Village of Valemount experience and Provincial mandate (Section 2),
- Province-wide land planning process (Section 3), and
- Commercial Crown Land application process (Section 4).

Encouraging and directing tourism investment requires that government, business, and non-governmental organizations perform essential functions consistent with their legislative mandate or organizational mission. It is essential for government to support tourism policies and programs that advance product, market, and human resource development priorities. In light of the statutory authority of government and the planning principles described in Section 1 and Table 2.1, each conclusion references specific discrepancies that exist in the tourism development process.

### 5.1 Conclusions

New tourism initiatives are very difficult to start, particularly in British Columbia without the commitment of a provincial agency with the authority to promote and champion tourism land and resource issues. Three discrepancies are apparent. Each of these problems is discussed in the subsequent paragraphs. They are:

- *The inability of the Ministry of Small Business, Tourism, and Culture to fulfill its statutory mandate.*
- *The failure of the land and resource plan for Robson Valley to identify suitable commercial parcels for tourism development, and to incorporate those parcels in an accepted land use plan.*
- *The absence of a Provincial commitment to the investment activity of the tourism industry that is equivalent to the line ministry commitment evident in agriculture, forestry, parks, mining, and the oil and gas industries.*

#### ***Discussion of the Problem:***

*The inability of the Ministry of Small Business, Tourism, and Culture to fulfill its statutory mandate.*

Safeguarding tourism assets and promoting the growth of tourism is of significant provincial benefit. Yet when a tourism investor seeks a provincial contact to help solve an investment problem, such an effort is commonly a futile one. By contrast, it is easy to imagine the reception afforded an investor proposing an

MDF plant or aluminum manufacturing plant. The Province has frequently demonstrated its commitment to industrial proposals time and time again. It needs to be a partner also in expanding the opportunities for new investments in the tourism industry just as it is in the other sectors of the economy. The nature of its partnership responsibilities will vary regionally because tourism products and markets vary regionally. While other resource development sectors have regional representation by a government liaison person, tourism does not.

Thus, the displeasure within the tourism industry with the lack of government commitment is not without merit in terms of product development and safeguarding the assets. It is perplexing that government ignores new investment in tourism and the development of the product for a service industry that contributed 9.2 billion dollars to the provincial economy in 1999. This amount represents a 4.9% increase in revenue from 1998 to 1999. The 16,700 tourism-related businesses in the province are responsible for 1 of every 12 direct jobs in British Columbia. Tourism is the world's fastest growing industry and Canada ranked 9th worldwide in the industry producing 17.6 million international overnight trips and capturing 44 billion dollars in travel spending. Since the spending comes into the province, British Columbia's tourism represents the province's second largest export industry.

The Ministry of Small Business, Tourism, and Culture (MSBTC) could not ensure provincial tourism representation and support in the Robson Valley Land and Resource Management Plan nor in the CORE process. As a consequence, a tourism investor today in Robson Valley is without standing as a bona fide user of Crown Land and amenity resources. Even when preliminary data supports tourism investment as a higher and best use of Crown Land, the preferred LRMP tool for evaluating alternatives is a time-consuming process with scant certainty that the term of reference for planning will attend to tourism interests. Even now a local tourism representative is not yet involved in the Prince George Region's Interagency Management Committee; a regional body of line ministry representatives that act upon resource management dilemmas and provide recommendations to the Land Use Coordination Office. Without tourism representation, the product development options for destination resorts, special ecotourism attractions, adventure tourism operations, remote lodges, and other land-dependent investments remain without a spokesperson.

Table 5.0 is a general report card on the overall tourism development mandate of government and it reveals substantial opportunity exists for improvement in the product development arena. The solution appears to be twofold:

- First, provincial representation is needed in each regional district to address product planning, development and monitoring, and;
- Second, provincial leadership is needed in crafting a tourism strategy for product development that describes the role and responsibility of the Province of British Columbia together with a business plan to fulfill such a commitment.

The performance audit of provincial policy, programs and practices in each of the three core functions is vital to tourism development in order to focus on opportunities for action. Where difficulties have been identified, it is understood there is a plausible reason for the problem and it may be related to budgetary, staffing, or institutional constraints. Regardless of the cause, the report card seeks to identify areas for improvement in provincial policy.

**Table 5.0: A Report Card on Provincial Tourism Development Functions**

<i>Function</i>	<i>Rating</i>	<i>Mandates</i>	<i>Comments</i>
<i>Product Development</i>	<i>Poor</i>	<i>Ministry of Small Business, Tourism &amp; Culture;  Land Use Coordination Office (LUCO)</i>	<i>MSBTC: has yet to release a Business Plan for performance of its mandated tourism responsibilities; has been unable to represent tourism interests in the provincial planning process; perceived to initiate stand alone and fragmented inventory or gateway projects; minimum or only token effort to collaborate with formal MOU's or protocol agreements with the tourism industry or economic development institutions in the regions; lacks staff to deliver its mandate.  LUCO: Does work with some special groups (Snowmobile Association) and is active in the regional IAMC decisions. However, officials appear inattentive to the unmet tourism issues in the land planning process. The recommendations which would foster economic transition strategies for resource-dependent communities are missing in the plan.</i>
<i>Market Development and Marketing</i>	<i>High</i>	<i>Tourism BC; Regional Destination Marketing Associations</i>	<i>TOURISM BC: Published three-year Business Plan 2000/2003 with a vision, financial statement, and detailed descriptions (goals, strategies, performance measures, etc.) for each of its mandated functions. Regular and systematic delivery of regional workshops to present the Business Plan and to collaborate with regional marketing partners.</i>
<i>Education and Training</i>	<i>Moderate to High</i>	<i>Ministry of Skills, Training and Education, Pacific Rim Institute of Tourism</i>	<i>PRIT (Tourism Education Council): Adopted Tourism Education System for delivery of secondary schools, colleges, and universities with laddering of the certificate, diploma, and degree programs. Works closely with tourism industry for occupational standards and certification. An interagency MOU set forth roles and responsibilities to be performed by the stakeholders in the education and training process.</i>

It would be logical to suggest that a strategic plan for tourism or a “provincial tourism strategy” should be comprehensive and address the mix of product, marketing, and training functions collectively. While this idea certainly has merit, the product development function requires clear and detailed attention before being integrated with the other two critical components of tourism development.

***Discussion of the Problem:***

*The failure of the strategic level land and resource management planning process to identify suitable commercial parcels for tourism development and to incorporate those parcels in an accepted land use plan.*

Crafting strategies for tourism development permits the leaders in the Village of Valemount to diversify their employment profile and to achieve a preferred choice for their economic future. The community-based economic development strategies are affected in part by Crown Land policies and practices and in part by a variety of related factors pertaining to collaborative partnerships and leadership. Collaboration and leadership are key success factors prevalent in community economic development decisions just as they are in the land use processes being drawn upon to advance the identified community strategies.

The Village of Valemount and the Fraser-Fort George Regional District have the responsibility and the authority to prepare Official Community Plans in their respective jurisdictions and to identify a preferred vision for their economic future. Agencies of provincial government (MSBTC, BCAL, LUCO, MELP, Tourism BC, etc.) have the authority and power to endorse land designations and to influence how community-based economic strategies involving Crown Land can succeed. The Robson Valley-LRMP recommends the economic strategy -

*“should be formally linked with FRBC and integrated with ongoing initiatives (e.g., Valemount and McBride Economic Development strategies . . . )” to maximize effectiveness and minimize duplication of effort.*

*Source: RV-LRMP (1999, pg. 187)*

However, Crown Land Plans, as a means of identifying commercial parcels for investment, were not mentioned at all when the LRMP authors examined previous planning initiatives in Robson Valley (*Province of BC, 1999, pg. 197*). Community capacity building in Robson Valley has been undertaken with the support of FRBC as well but largely unrecognized by the provincial officials responsible for setting up a Technical Committee to advise on plan implementation issues and deficiencies.

The inability of MSBTC to give attention to the land and resource management function can be accounted for from several points-of-view. The staff and fiscal resources available within MSBTC are limited and have proven to be insufficient to meet the needs of the participants in the LRMP. On the other hand, when provincial funds have been available to fulfill data needs for tourism in Robson Valley (i.e.-the 1999 TOS project), the effort duplicated work completed two years earlier by a Victoria consultant (Economic Planning Group, 1997) for the P.G. Region Development Corporation. Moreover, project planning time was not dedicated by the provincial staff to collaborate locally and to tailor the new project to ongoing regional planning activities. Thus, whether or not the deficiency relates to not having sufficient resources or using them ineffectively when the resources are available, the potential for tourism investment is not being fully realized in the Robson Valley.

A historical comment may assist in understanding this dilemma. When Tourism BC separated from MSBTC to become a crown corporation, it carried with it the then-established research function and left the mapping function. This transfer of research capacity was important to Tourism BC but it certainly diminished the capacity of MSBTC to prepare for its planning responsibilities. It remains unclear why the

Ministry MSBTC staff did not act quickly to correct this notable staffing deficiency. Staffing was less than needed and pilot projects were not initiated to build local partnerships with research and planning groups capable of helping in the assessment of tourism potential. A lost opportunity for a productive partnership was evident recently when MSBTC staff choose not to collaborate with local officials and build upon the regional Tourism Inventory project completed for the Prince George Region Development Corporation (Economic Planning Group and Enkon Environmental, 1997). Instead of cooperating with PGRDC, the MSBTC staff directed a stand-alone, duplicate project which was contracted to a Vancouver firm. The project did little to enhance the initial database that was part of a computer product created to facilitate tourism investment decisions. When funds are scarce, provincially designed projects should take into account the importance of local and regional government ownership and the regional capacity to add value to the planning process To proceed otherwise is a path that undermines community-based economic strategies to create a new tourism product.

***Discussion of the Problem:***

*The lack of a Provincial commitment to the Tourism Industry that is equivalent to the commitment evident in other resource sectors such as agriculture, forestry, parks, mining, and petroleum industry.*

Tourism has been recognized as a resource-based industry in much the same fashion as the other resource sectors. Tourism products and the provincial image are definitely dependent upon quality land, water, and air resources. Brand marketing of “Super Natural BC” gives British Columbia world class status but the provincial commitment to planning and safeguarding tourism assets is poor. One need only examine the government commitment afforded the other resource sectors to see the disparity. Every other resource-based sector has a provincial government representative in the regional offices where land and resource recommendations are monitored and audited. Progress is being made to remedy this problem but it is a decade overdue. Moreover, the current tourism data or statistical monitoring of the industry is almost exclusively visitor profile or market share information. There needs to be valuation of tourism assets, the infrastructure, and investment trends.

The quality of the Robson Valley LRMP in terms of tourism is diminished because the Minister of MSBTC was not a signatory to the contentious document. This kind of oversight is symbolic of an unwillingness to plan for tourism as a land-dependent industry and the inability of tourism staff to be proactive in building local partnerships. Condensing community-based tourism strategies in the LRMP document to several paragraphs is indicative of a flaw in charting the economic future of the Village of Valemount. The document that went to the ELUC Committee of Cabinet contained economic development shortcomings involving tourism and commercial recreation that are very evident in the investment conflicts present to this day (Coombs, 2000, pg. 5).

The Village of Valemount is a special place in Robson Valley, historically, socially, and economically, and the Village has put forth a clear vision concerning the importance of tourism to its economic future. Valemount was appropriately one of three communities selected to participate in the Gateway Community project. Regardless of this important recognition of the community, the funds provided for the preparation

of a Gateway community business plan does nothing to resolve the basic Crown Land uncertainty facing tourism investors such as Terra Nova or Sunshine International. One needs to remember financial institutions must ensure investment money moves in the direction of promising projects and unless the uncertainty about access to Crown Land for tourism investment is resolved, funding will move elsewhere.

## 5.2 *Recommendations*

If Crown Land policies and practices are to ensure wise use of provincial resources and contribute to the needs of tourism investors, then:

- Tourism representatives need to be placed in the regions to offer detailed assistance to bona fide applicants coming forward with investment proposals.
- Crown Land parcels suitable for tourism investment must be identified and designated as part of a formal Crown Land planning process,
- A conflict resolution framework needs to be agreed upon to decide the highest and best use among the competing land uses (i.e.- forestry, secondary industry, tourism. etc.) so that land designations can be responsive to communities in transition.

These points are ingredients for the recommendations that seek to improve the opportunity for tourism investment which in turn contributes to the health of the tourism industry and the provincial economy.

### 5.21 *Regional Representation for Tourism*

#### ***Recommendation 1***

In northern British Columbia, the province and its industry partners, require the presence of a regional tourism development liaison officer tied to MSBTC and the Northern Development Commission. Tourism stakeholders deserve provincial leadership and commitment to tourism investment and the safeguarding of tourism assets. Provincial interests have regional representation for every conservation and industry support function except tourism.

#### ***Rationale:***

1. Provincial representation and assistance to tourism stakeholders in land and resource management decision is a very long-standing concern of the tourism industry (The ARA Group, Inc. 1993; COTA, 2000).

*Given the importance of tourism revenue to the provincial economy (9.2 billion dollars in 1999), the industry expects provincial leadership in key areas. It is timely for the Province to perform a tourism leadership role in the land planning and tourism resource management field. In addition to the diverse voices of the tourism industry associations, there are an increasing number of*

*community leaders that note the absence of provincial leadership in addressing the tourism alternative when resource-dependent communities seek assistance to examine economic re-structuring issues (e.g.-Prince Rupert, Kitimat, Smithers, Tumbler Ridge, Wells, etc.) There is an obvious need for provincial tourism development assistance to be delivered at the regional level in concert with the community and regional government planning expertise.*

2. Regional representation is recommended because tourism activities are directly dependent on regional infrastructure and each development has project-specific characteristics.

*Provincial representation for tourism only has existed in the past in Williams Lake. When it comes to advancing the interests of local tourism development, the absence of provincial expertise in the tourism development field is the most glaring weaknesses today for northern communities and the coastal areas. While each of six regions has a government-sponsored destination marketing association, there is not the corresponding expertise to assist in business investment and growth of the industry.*

*A Regional Tourism Development Officer position would provide provincial representation and input into the economic development process, crown land application program, and community assistance process. Such a position would be able to:*

- *represent provincial tourism interests and policy in all land use planning activities such as LRMP's in the region*
  - *Ensure tourism investors are "business-ready" when they prepare a submission to initiate the Crown Land application process. Similar to the Alberta model, the work would be to fill a gap in the case of an application that does not fit within the priorities set within the land planning process.*
  - *Assess for community leaders, the business profiles of development proponents when "an expression of interest" is solicited from interested parties for a Crown Land project*
  - *Serve on the Inter Agency Management Committee (IAMC) with the other resource ministries and seek regional solutions to the pressing issues of economic change and renewal in the service sector.*
  - *Liaise with community economic development representatives and identify community-based projects that match with a strategic vision for tourism in the region.*
  - *Identify funding options and assist with leveraging funding sources amount level of government to ensure project feasibility is carried out and the economic development benefits to the local, regional and provincial economy are clearly acknowledged.*
3. Establishing the capability for regional destination marketing (i.e.- Tourism BC ) needs to be matched by a regional tourism development capability.

*Tourism BC has an established and enviable track record in the tourism-marketing field. One source of funding for new positions (i.e. tourism development specialists) is the Provincial Room Tax. Currently, less than twenty percent of the revenue generated by tourism room tax is dedicated to tourism interests and that commitment is made to the marketing function. Since the*

*tourism marketing activity benefits from the development of destinations, products, and expansion of the tourism sector; it is reasonable to consider funding such a regional assistance function in the same manner.*

4. The backlog of pressing tourism problems is land use, visual landscape management, and recognition of economic transition strategies that offer alternatives for resource-dependent communities.

*Many sectors of the tourism industry continue to prepare an agenda of tourism issues in need of provincial attention at the regional level. At the Tourism Industry 2000 Conference, the Wilderness Tourism Association was instrumental in consolidating critical land use concerns identified by tourism operators throughout the province. If such industry issues are not responded to at the regional level, then the land use problems will further complicate the existing growth management concerns that affect all tourism stakeholders.*

## 5.22 Crown Land Plans

### **Recommendation 2**

Specific types of commercial investment require a suitable Crown land site for it to occur. This dilemma applies to many manufacturing, technology, and tourism investments. Therefore, BCAL should be directed to identify suitable areas for commercial projects as part of an established crown land planning process (CLP) and be provided with suitable funding to do it. The purpose is to carry out a RV-CLP demonstration project involving BCAL, Fraser-Ft. George Regional District, and the Village of Valemount. The purpose would collaboratively update the southern section of the Robson Valley Crown Land Plan.

*Such a project would have the mandate to demonstrate:*

- a) the utility of this planning tool to address land tenure, zoning, and land suitability on an intergovernmental basis (local, regional, & provincial);*
- b) the capacity to examine and respond to the community-based economic development strategy for the Village; and*
- c) the best structure for conflict resolution involving the highest and best use of Crown land.*

### **Rationale:**

1. In releasing a detailed tourism development strategy for Northern Vancouver Island, a recent report states:

*“Virtually the entire region is covered by TFL’s and in the absence of any provincial plan to open some of this land for resort development, very little tourism investment is likely to occur.”*

*Source: Archipelago Planning, (November 1998 pg. 4)*

*The TFL observation is applicable to other regions of the province as well. Thus, a demonstration Crown Land plan is recommended for immediate action. This is plan (i.e.-Land Act) which will identify suitable parcels for tourism development and which can contribute to the economic wellbeing of the Village of Valemount. This demonstration project could then serve as a model for other small communities in the Province requiring an appropriate Crown Land planning process to advance their economic development strategies. In view of the Provincial government commitment to the community development programs that offer financial assistance to local government, the support for this recommendation can come from various sources.*

2. An up-to-date sub-regional Crown Land Plan prepared under the jurisdiction of BCAL helps in the consideration given to various development proposals. One of the identified benefits of this planning activity is that:

*“ . . . it provides increased efficiency and effectiveness by reducing referrals, accelerating the process of land applications, and indicating areas where Sub-District Crown Land plans should be undertaken to determine the extent of lands to be made available to meet different demands, including development demands” (Province of British Columbia, 1981).*

The next step towards improving the investment climate and the planning process is a demonstration Crown Land plan in the southern one-third of the Robson Valley.

The recommended planning project would:

- *Involve mapping at a suitable scale to identify parcels that serves the development interests referenced in the Valemount economic renewal strategies.*
- *Employ land designations that are aligned with the zoning, development code and environmental guidelines of the Fraser-Fort George Regional District.*
- *Reference the site suitability and capability information pertinent to the recently completed Robson Valley Tourism Opportunity Study (MSBTC, 2000).*
- *Endorse the establishment of an Inter-agency Crown Land Task Force to guide the process that includes representatives of the Village of Valemount, Fraser-Fort George Regional District, and the B.C Assets and Lands Corporation.*
- *Apply, revise, and update crown land designations and policy of the Crown Land Planning process that gives careful consideration to land suitable for private investment.*

*A Crown Land plan completed by BCAL in keeping with its delegation agreement with MELP is the best opportunity for tourism to fulfill a serious deficiency in the product development function and to correct the LRMP weak treatment of tourism. A demonstration Crown Land Plan (CLP) project in the Fraser-Fort George Regional District is the best way to a) verify the capability of the CLP process with regards to Crown Land designations; b) illustrate the highest and best use of some parcels in commercial development for tourism; c) reinforce the goal of “certainty” in the crown land application process as referenced in the MELP-BCAL protocol announcement of May 8, 2000; and d) refine a conflict resolution process for acting upon “highest and best use” recommendations arising in the plan implementation process.*

3. Four years ago, the industry and government participants cooperatively prioritized eighteen items during a daylong workshop (Price-Waterhouse and ARA Consulting Group 1996). The top ranked concern identified by that group was the declining access to land and tourism resources. It was stated in that report:

*Tourism needs to access resources (i.e. fish) and land; and its needs are often very specific. For instance, land must have certain qualities to be appropriate for a particular tourism experience. Access to resources and land for many existing operators is increasingly uncertain, moreover, expected market growth will lead to further demand on land and resources. This uncertainty must be addressed.*

Source: Towards a Tourism Growth Management Strategy, Price Waterhouse and ARA Consulting, 1996 (pg. A5-1)

4. Tourism is a natural resource-dependent industry and the Province has the statutory duty to represent those interests in the land planning. (Tourism Act, Chapter 453, pg.1). Whether or not it is critical wildlife habitat, forestry, or other uses, tourism also needs recognition as an important use of Crown Land. The independent evaluations and reviews of CORE process and LRMP process suggest that tourism representation has been weak or non-existent in the higher level, strategic planning processes to date. Moreover, the treatment of tourism interests in a land planning process was an identified priority over seven years ago (ARA Consulting Group, 1993). The representatives of government at that 1993 meeting stated the existing policies and practices were sufficient to carry out the work required in planning for tourism. This promise has proven to be false in light of the reviews of regional plans examined to date.

## 5.23 Provincial Tourism Commitment

### **Recommendation 3**

Legislation should be amended to ensure a Ministry of Tourism acquires the capability to promote and advocate land-based tourism development interests as part of a formal plan process involved in product development.

A consequence would be a “Tourism Practices Code” that sets out standards for protecting viewscapes, the designation of commercial parcels for tourism, and ensuring development meets social and environmental standards for sustainability. The tourism industry, in order to invest in new products, needs to see near-term priorities in land planning, and performance measures, which are endorsed by the Province of British Columbia. The land and resource requirements for tourism development need recognition in an Act that is on par with the recognition the Province has given to Forests, Mines, Environment, Parks, etc.

*Continue on Page 43*

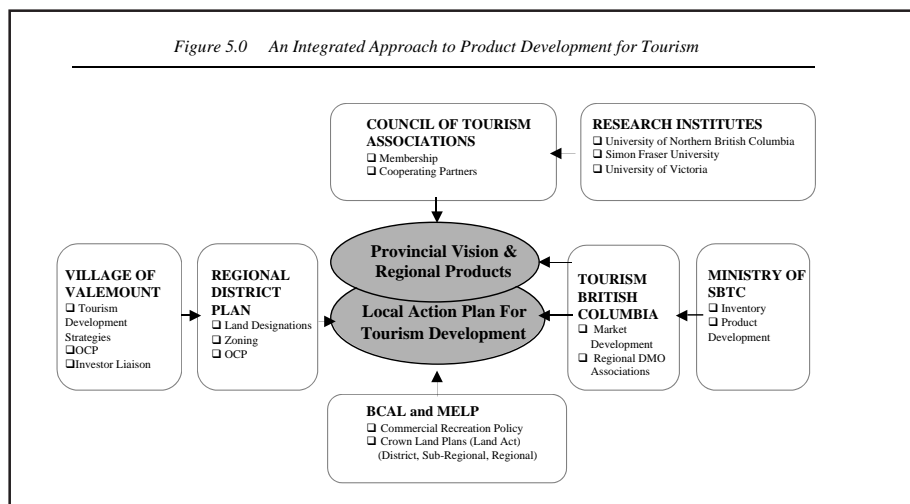
Product development, market development, and human resource development need to be on equal footing with each other and then integrated into a Provincial Tourism Policy. The comprehensive framework should be built upon tourism representation on regional IAMC's and a Memorandum of Understanding with COTA identifying the roles of the relevant ministry and crown corporations.

When the three core functions are closely examined, the product development area is the weak link in the process to develop a long-term strategy. Thus, it appears evident key roles must be defined in this area before an integrated Provincial Strategy is formulated and the initial first step will be to address the product development shortcomings evident in the areas of:

- Recognizing the integration of community-based tourism development (CBTD) strategies in the regional land use planning exercises (See Figure 5.0)
- Preparing Crown Land plans (CLP) capable of identifying parcels available for investment,
- Evaluating regional capability for new tourism growth and expansion,
- Setting provincial priorities for tourism investment based upon assessment of global trends and market opportunities

In terms of issue clarification and practical knowledge, the terms of reference for completing the first step would benefit from the direct involvement of members of the Council of Tourism Associations (COTA), as well as Crown land planning and management agencies, and community members of the Union of British Columbia Municipalities (UBCM) that have adopted CBTD strategies. Undoubtedly, the experience of institutions that have crafted their strategic direction in the areas of market development and human resource development can contribute significantly to this task as well. The challenge will be to have the proposed actions for product development reach the same standard of professionalism as evident in the other two core functions.

**Figure 5.0 An Integrated Approach to Product Development for Tourism Investment**



### 5.3 Final Comment

Tourism products are varied in their resource requirements but land is an essential element. Resolution of conflicting land use strategies is a pressing problem locally and worldwide for tourism and there are limits to what a small town can do in this arena. In a recent ecotourism report by the Nature Conservancy, it was noted:

*"Local communities are coping with conflicting land-use strategies when, in fact, they are the entity least capable of handling the social and environmental issues created by mega-development strategies, such as oil development and logging."*

*Source: Wood (1998, pg. 27)*

This problem will be increasingly true with provincial discussion on the ecotourism and adventure travel sector. Such things as major attractions, four season destination resorts, adventure and ecotourism operations, or wilderness lodges require a tourism change in order for British Columbia to become globally recognized for its consistency, timeliness, and certainty in dealing with investors. The purpose of this investigation is to recommend an agenda for provincial actions that will increase the ability of rural communities to succeed with their tourism diversification strategies and to improve the provincial investment climate by in attaining world class status by carrying forward a comprehensive tourism mandate.

Over the years, several investors have met with representatives of the Village of Valemount to discuss tourism proposals. In each case, the proponent inevitably learned about the difficulty in finding a feasible location for their business initiative and Valemount representatives had limited choices in helping to resolve the problems encountered. It is expected that communities will be provided with the appropriate tools to determine their future survival and prosperity. This expectation should be part of a larger effort to create a favourable investment climate in B.C. and one in which communities have a larger role in ensuring their vision is incorporated into a Crown Land planning process. The report offers a framework for this expectation to be realized but it will require institutional changes in the way provincial agencies work with their local partners.

All three of the aforementioned recommendations will:

- 1) *assist in improving the tourism investment climate;*
- 2) *address communities concerns with regard to provincial leadership in advancing their community-based economic development priorities; and*
- 3) *demonstrate the capability of BCAL in cooperation with MELP to deliver a Crown Land Plan involving the participation of regional and local government.*

The time for the province to take action is now.

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# GLOSSARY

## Ministries, Corporations, Commissions, & Non-Governmental Associations

BCAL .....	British Columbia Land & Assets Corporation
CORE .....	Commission on Resources & the Environment
COTA .....	Council of Tourism Associations
FBC .....	Fraser Basin Management Council
IAMC .....	Interagency Management Committee
LUCO .....	Land Use Coordination Office
MAETT .....	Ministry of Advanced Education, Training, and Technology
MCDCV .....	Ministry of Community Development, Cooperatives, and Volunteers
MEI .....	Ministry of Employment and Investment
MEM .....	Ministry of Energy and Mines
MELP .....	Ministry of Environment, Lands, and Parks
MOF .....	Ministry of Forests
MSBTC .....	Ministry of Small Business, Tourism, and Culture
PGRDC .....	Prince George Region Development Corporation
TPG .....	Tourism Prince George
TBC .....	Tourism British Columbia
UBCM .....	Union of British Columbia Municipalities
VAEDC .....	Valemount & Area Economic Development Commission

## Plans and Policy Phrases

ATRLP .....	Alberta Tourism Recreation Leasing Policy
CLP .....	Crown Land Plan
CBTDS .....	Community-Based Tourism Development Strategies
BCCRP .....	British Columbia Commercial Recreation Policy
IAMC .....	Inter-Agency Management Committee
LRMP .....	Land & Resource Management Plan
RV-CLP .....	Robson Valley Crown Land Plan
RV-LRMP .....	Robson Valley Land & Resource Management Plan
RVRT .....	Robson Valley Round Table
TFL .....	Tree Farm License
TIDSA .....	Travel Industry Development Subsidiary Agreement
VQO .....	Visual Quality Objective

## INDIVIDUALS INTERVIEWED

*Many individuals were contacted and interviewed for clarification of policies, practices, or technical questions. The author is extremely appreciative for the time and attention the following individuals contributed to answering questions generated in the course of carrying out this project. The interpretation and conclusions reached based upon the information provided are solely those of the author.*

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***INDIVIDUALS INTERVIEWED continue . . .***

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