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Community Based Strategic Planning for Sustainable
Regional Tourism Development in New Zealand

A thesis presented in partial fulfilment of the requirements for the
degree of

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Abstract

This thesis is concerned with the processes involved in the determination of tourism policies and development plans, at a sub-national level in New Zealand. In particular, it pursues a broad goal which aims :

To investigate the validity of stakeholder participation and strategic orientation as significant contributors to sub-national tourism planning effectiveness in New Zealand.

The thesis builds upon the premise that attention to these two foundation issues, at the outset of the planning process, creates a secure base for future planning activity, and that the additional effort required by this approach is rewarded by enhanced support for the development direction subsequently chosen. Within this context, five specific research objectives are established :

1. *Describe the structural arrangements that have been established to guide tourism planning activities in New Zealand.*
2. *Ascertain the methods used by national, regional, and local agencies to determine tourism development strategies at a national, regional and local level.*
3. *Evaluate the extent to which sub-national tourism development strategies incorporate the principles of stakeholder participation and strategic orientation.*
4. *Establish quantitative levels of local resident support for a cross-section sample of sub-national tourism development strategies.*
5. *Evaluate the implications of stakeholder participation and strategic orientation in terms of subsequent levels of local resident support for sub-national tourism development strategies.*

This research was conceptualised as a challenge to what are argued to be two key assumptions in the tourism literature, assumptions which are essentially unsupported by empirical evidence. Firstly, there is a commonly accepted suggestion that multiple stakeholder participation throughout a planning process will generate enhanced levels of support for the subsequent planning outcomes; and secondly there is parallel advocacy of a strategic planning model as the most appropriate framework for developmental effectiveness. Research into the validity of these two propositions was considered to be vital, in terms of refining our understanding of long-term tourism development at a sub-national level.

Objective 1 was addressed through a secondary data search which assessed the extent to which New Zealand's political system allocates strategic tourism planning responsibility to individual agencies. Objective 2 used a mail census, of all 116 tourism policy and planning institutions in New Zealand, to measure the extent of their involvement and to obtain a copy of their current tourism plan. Objective 3 required the construction of an evaluative checklist to objectively assess the planning processes used, and to establish a rank order of plans by quality of stakeholder involvement and strategic orientation.

Objective 4 required the selection of three plans, taken from the top, middle and bottom of the rank order. These three examples were then re-formatted to reflect a common presentation style, and a random mail sample of 400 adult residents in each of the three chosen areas was invited to complete a written evaluation of their own tourism plan. A total of 185 useable responses was eventually received, and these were statistically analysed to satisfy the requirements of Objective 5.

The results showed that tourism policy and planning responsibilities are not well defined in the New Zealand legislation and that, as a result, they are progressively delegated from national to

regional government, regional to local government, and local government to joint public/private sector tourism organisations. Though there is some evidence of the acceptance of stakeholder participation and strategic orientation as desirable components of the tourism planning process, levels of enthusiasm for these concepts are variable, and it was not possible to find a planning process which could be described as an excellent example of either element.

Local stakeholder evaluations were moderately favourable in each of the three study sites, and there was some support for the suggestion that stakeholder participation and strategic orientation makes a useful contribution to resident approval for the resultant tourism plan. However, conclusive identification of positive relationships was hampered by the absence of an excellent example; and by a potentially substantial element of demographic bias in the available data set of resident evaluations.

These results indicate that stakeholder participation and strategic orientation remain superficially attractive, but empirically unproven, as essential components of an optimum sub-national tourism planning process. In this respect, the contribution to knowledge made by this research could be perceived as negative rather than positive. However, there is some evidence to suggest that further research into the relationships examined by this thesis could prove to be profitable. In particular, it would be valuable to sponsor the implementation of a specific sub-national tourism planning process which consciously adopts all of the elements defined as desirable during the current research, and to measure the levels of stakeholder support engendered by such an approach. The planning process assessment instrument, included as a central component of this thesis, is presented as a useful model by which such research efforts might be guided.

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1. INTRODUCTION

The global tourism industry has traditionally been portrayed as an important instrument of economic development (Williams & Shaw, 1999), and is generally accepted as one of the world's largest and most pervasive commercial activities (Weaver & Oppermann, 2000). Indeed, though there are significant shortcomings in the collection of quantitative data (Goeldner et al, 2000), there is little doubt that the introduction of large commercial jet aircraft in the early 1960s has led to the existence of a contemporary industry which can exert a major influence over national and international economies. For example, the World Travel and Tourism Council has estimated that world-wide tourism will, by the year 2010, generate US\$ 89 trillion of economic activity and provide 328 million full-time equivalent jobs (WTTC, 1995).

In recent years, reflecting a growing concern with the nature of relationships between economic development and environmental protection (Buhalis & Fletcher, 1995), the necessity of careful planning for the future of tourism has been increasingly highlighted (Inskeep, 1991; Gunn, 1994; Hall, 2000). Thus, over the four decades since 1960, initial enthusiasm for tourism's economic benefits has been progressively tempered by recognition of its potential to threaten environmental and socio-cultural elements (Mathieson & Wall, 1982), and appropriate long term planning techniques have been advocated as a necessary precaution against undesirable levels of development. These are the issues that provide a central focus for the research described in this thesis.

1.1 Background to the Research

Jafari (1990) has noted that, as academic interest in the tourism phenomenon has grown over the past forty years, initially positive assessments of the industry's economic potential have increasingly been challenged through recognition of potentially adverse environmental and socio-cultural side effects. This attitude shift has resulted in greater levels of attention to the long-term sustainability of tourism (Harrison & Husbands, 1996), and to the isolation of appropriate processes to guide its future development. Though these topic areas originate from increasing world-wide concern with the future of economic activity in general, the commonly perceived short-term focus of the

tourism industry has been identified as an exemplar of inappropriate business practice (Naess, 1989; Dobson, 1990), and there has been a consequent trend towards the investigation of sustainability issues from a specifically tourism perspective (Bramwell & Lane, 1993). A consistent theme running through much of the relevant literature has been a perceived need for effective long term tourism planning, with the emerging importance of two well supported concepts being especially notable.

Firstly, the rapidly changing face of world-wide tourism has provided increased support for enhanced levels of stakeholder participation in tourism planning processes (Murphy, 1981; 1983; 1985; 1988). Exponential volume increases in global tourist activity have led many countries to consider the industry as an appropriate vehicle for the economic rejuvenation of peripheral areas (Brown & Hall, 1999), and tourism development in such regions is an especially common response where primary or extractive industries are in decline (Bramwell, 1994). In these circumstances, where sustainability issues may be centred around a clearly perceptible threat to the survival of an entire way of life (Gannon, 1994), the local environment is frequently rural in nature and, in many cases, is inhabited by a sizeable indigenous peoples' population (Zeppel, 1998). The thrust of much of the literature under these circumstances is to advocate extensive community control of tourism development, in the belief that local stakeholder participation will maximise community support for a change process which can seriously disrupt traditional lifestyles (Ap & Crompton, 1993).

Secondly, though academic attitudes towards tourism planning are by no means unanimous, the desirability of a strategic orientation has been progressively accepted over recent years. For example, Getz (1987) has claimed that four distinct approaches to planning for tourism have existed - firstly, what he calls a 'boosterism' approach, or a focus on aspects of economic benefit to the virtual exclusion of any other considerations; secondly, an 'economic' approach which views the tourism industry as just one of a number of regional development alternatives; thirdly, a 'physical/spatial' approach which regards tourism as a commercial activity, best managed through conventional land-use planning techniques; and finally, a 'community' approach which requires tourism development planning to be carried out by those stakeholders with a vested interest in its outcomes. In this context, whilst elements of each approach can

still be discerned in many contemporary tourism planning studies, there has been an increasingly common adherence to the strategic planning principles which originate in the generic management literature (Butler, 1997).

If stakeholder participation and strategic planning can be successfully established as important contributors to improved levels of local resident support, there is a consequent prospect of greatly enhanced long-term sustainability in local tourism developments. Thus, the research described in this thesis conceptualises appropriate long-term tourism planning as a process which links stakeholder participation and strategic orientation as twin influences over local resident endorsement for tourism development. In the following section, this underlying foundation is used to identify a broad research goal and a series of five supporting research objectives.

1.2 Research Goal and Objectives

Whilst perceptions of a positive relationship between stakeholder participation, strategic orientation, and resident endorsement are well supported by the academic community, there is a serious lack of empirical evidence to justify that position. In particular, whilst all three of these concepts have been widely proposed as essential components of the tourism planning process, there have been no previous attempts to gauge the extent to which they have been adopted, implemented, and evaluated in practice. In seeking to address this gap in the current body of knowledge, the overall purpose of the current research can be expressed through formulation of the following broad research goal :

To investigate the validity of stakeholder participation and strategic orientation as significant contributors to sub-national tourism planning effectiveness in New Zealand.

The terminology used in the phrasing of this research goal challenges generally accepted interpretations of the impacts of stakeholder participation and strategic orientation, and raises the possibility that their practical value may be questionable - in other words, that the utility of these ideas in a field setting has historically been assumed rather than established. In this respect, the literature review presented in Chapter Two argues that a

dearth of case study examples has indeed resulted in considerable ambiguity concerning the effectiveness of stakeholder-driven strategic planning for tourism. Therefore, consideration of the research goal presented above can also be seen as an attempt to remove this ambiguity through empirical verification of the impacts such an approach can make on subsequent stakeholder support levels.

This thesis describes a research investigation by which a range of sub-national tourism planning processes were firstly assessed for their attitudes towards stakeholder participation and strategic orientation, before local resident opinion of three different local tourism strategies was gathered in their three corresponding geographical areas. These research activities were designed to address five specific research objectives which were developed during the course of the Chapter Two literature review, and which together combine to delineate the broad research goal presented earlier :

1. Describe the structural arrangements that have been established to guide tourism planning activities in New Zealand.
2. Ascertain the methods used by national, regional, and local agencies to determine tourism development strategies at a national, regional and local level.
3. Evaluate the extent to which sub-national tourism development strategies incorporate the principles of stakeholder participation and strategic orientation.
4. Establish quantitative levels of local resident support for a cross-section sample of sub-national tourism development strategies.
5. Evaluate the implications of stakeholder participation and strategic orientation in terms of subsequent levels of local resident support for sub-national tourism development strategies.

The cumulative impact of these five research objectives is indicative of a sequential approach to research design, one in which resolution of a given objective must necessarily precede attention to the objective which follows. For example, it is clearly necessary to establish the intended structure of tourism planning in New Zealand (objective 1) before turning to the actual ways in which tourism planning processes are designed and planning outcomes achieved (objective 2). Each of the five research

objectives has therefore been allocated a separate thesis chapter, with each chapter functioning as a foundation for the chapter which follows. This progressive intention, and linear approach to the research, is further discussed in the section which follows.

1.3 Outline of the Thesis

The material contained in this thesis is presented according to a structure suggested by Perry (1994), and is accordingly based upon a conventional framework which has been adopted by a large number of doctoral candidates presenting theses, in management and related fields, to Australian tertiary institutions. In this respect, Chapter One of the thesis is represented by the present introductory comments, whilst Chapter Two presents a comprehensive review of the literature relevant to the topics under consideration.

The review begins with an examination of the evolution of tourism studies as a discrete academic pursuit, before summarising key aspects of the sustainable development literature as they particularly relate to the tourism industry. A discussion of tourism as a contributor to regional development is then used to introduce the interface between sectoral stakeholder interests and sustainability principles, before consideration of the generic management literature establishes principal components of the strategic planning model. In this manner, a conceptual framework is advanced to link stakeholder participation and strategic planning as twin contributors to sustainable development, and the initial review section concludes with a foundation statement which proposes the existence of a synergistic relationship between those three contributing elements.

However, as the review notes, there is little empirical evidence either for or against this claimed relationship though, in some respects, there appears to be a greater volume of literature to challenge than to support its existence. The practical value of three key concepts - sustainable tourism development, stakeholder participation, and strategic planning - are therefore discussed in turn, before the review concludes by isolating the five research objectives presented earlier in this chapter.

Perry (1994) then advocates the presentation of a third chapter describing research methodology, and a fourth outlining the results obtained through implementation of that

methodology. However, he concedes that project specific considerations - in this instance, the linear and progressive nature of the five research objectives used to frame the research design - can often lead to an alternative presentation framework. Thus, the direct alignment of each of Chapters Three to Seven to a single research objective necessitates a description of objective achievement in terms of methodology used, results obtained, and the implications of those results for the existing body of knowledge. This structure is shown graphically, in Figure 1 below.

Fig. 1 : Structure of the Thesis		
Chapter	Research Objective	Methods
Chapter 3 : Evolution of Tourism Policy and Planning Structures in New Zealand	Describe the structural arrangements that have been established to guide tourism planning activities in New Zealand.	Secondary data review
	↓ ↓ ↓	
Chapter 4 : Tourism Planning in New Zealand : Institutional Attitudes and Behaviours	Ascertain the methods used by national, regional, and local agencies to determine tourism development strategies at a national, regional and local level.	Personal Interviews Mail Surveys
	↓ ↓ ↓	
Chapter 5 : Development and Application of a Planning Process Assessment Instrument	Evaluate the extent to which sub-national tourism development strategies incorporate the principles of stakeholder participation and strategic orientation.	Design and application of quantitative scale
	↓ ↓ ↓	
Chapter 6 : Local Resident Evaluation of Tourism Strategies	Establish quantitative levels of local resident support for a cross-section sample of sub-national tourism development strategies.	Mail Surveys
	↓ ↓ ↓	
Chapter 7 : Planning Process Quality and Local Resident Evaluations	Evaluate the implications of stakeholder participation and strategic orientation in terms of subsequent levels of local resident support for sub-national tourism development strategies.	Statistical Analysis

Whilst the detail of methods used to address each research objective is fully described in its relevant chapter, the overall structure is outlined here to facilitate understanding of the overall research process.

Chapter Three : Research Objective 1

Describe the structural arrangements that have been established to guide tourism planning activities in New Zealand.

The research commences with an assessment of the established institutional arrangements which govern future tourism development in New Zealand. This initial work uses a secondary data search technique to measure the extent to which such arrangements exist, to describe the legislation relating to tourism development, and to identify those agencies who are assigned formal responsibilities for tourism planning, at national level and below. An inventory of documented tourism planning policy is compiled and presented as a result of this review.

Chapter Four : Research Objective 2

Ascertain the methods used by national, regional, and local agencies to determine tourism development strategies at a national, regional and local level.

Chapter Four describes the use of depth interview and mail survey techniques to assess the nature of tourism planning activity at three levels of assigned responsibility - national, regional and local. In this manner, planning performance in all three constituencies of governance is contrasted with formal statutory requirements, to generate an assessment of the degree of cohesion between stated policy and implemented practice. The chapter thus describes the primary methods used in the translation of policy intention into practical action, and culminates in the assembly of a catalogue of specific tourism strategy documents for subsequent evaluation.

Chapter Five : Research Objective 3

Evaluate the extent to which sub-national tourism development strategies incorporate the principles of stakeholder participation and strategic orientation.

Chapter Five involves an analysis of the assembled portfolio of tourism planning documents, to establish their individual levels of conformity with the characteristics of community driven strategic planning previously established as desirable. The chapter

describes the construction of a quantitative assessment instrument by which individual planning processes can be evaluated, and the eventual generation of a rank order listing of tourism plans, categorised in terms of planning process quality. This approach allows the selection of three strategy documents for further investigation - the chosen three are suggested to represent weak, marginal and acceptable examples of community driven strategic planning processes in action.

Chapter Six : Research Objective 4

Establish quantitative levels of local resident support for a cross-section sample of sub-national tourism development strategies.

In Chapter Six, the three individual tourism plans previously identified for further study are submitted to mail survey stakeholder evaluation by a random sample of residents in each of the relevant locales. As a result of this process, it is possible to identify and describe levels of local support for both the overall tourism plan in its entirety, and for specific elements contained within that plan.

Chapter Seven : Research Objective 5

Evaluate the implications of stakeholder participation and strategic orientation in terms of subsequent levels of local resident support for sub-national tourism development strategies.

Chapter Seven assesses the three local tourism planning initiatives through a cause and effect approach which measures the planning process used against theoretical best practice, and the ensuing planning outcome against local stakeholder support levels. In this respect, it is important to note the distinction between the concepts of 'planning process' and 'planning outcome', and to recognise an intention to investigate the relationship between planning *process* quality and subsequent approval of the eventual planning *product*.

In summary, the combined impact of these five chapters is such that the thesis firstly describes what *ought* to happen in terms of tourism policy and planning in New Zealand before investigating the reality of what *actually does* happen. Specific planning

processes are then evaluated against theoretical elements of best practice in strategic planning, and resident opinion is sought in terms of the tourism plans which result from these processes, before investigating the nature of relationships between independently assessed *process* quality and resident driven *product* evaluations. Cumulatively, these five chapters are argued to effectively address the overall goal of research, repeated below for convenience :

To investigate the validity of stakeholder participation and strategic orientation as significant contributors to sub-national tourism planning effectiveness in New Zealand.

1.4 Contribution to Knowledge

The research described in this thesis makes a significant contribution to the existing body of tourism planning knowledge from four distinctly separate perspectives. Firstly, Chapters Three and Four demonstrate that, though many of the relevant tourism policy and planning institutions readily acknowledge the importance of both stakeholder involvement and strategic orientation, this acknowledgement is not reflected in the practices adopted during the planning process. Thus, it is possible to conclude that institutional support for both concepts may reflect an underlying belief that these issues are politically impossible to criticise but practically impossible to implement. In these circumstances, the existence of a significant gap between the ideal world and the real world is indicated, and a need for educative action to close that gap is highlighted.

Secondly, Chapter Five proposes a means by which any given planning process may be assessed for the extent to which it incorporates the twin elements under review, and presents an objective instrument which greatly simplifies and facilitates that process of assessment. The value of this contribution lies with the instrument's predictive ability, and the allied implication that institutional tourism planners can now have access to a checklist of desirable components that will enhance the ultimate acceptability of the plans which result from their deliberations. In an environment where many of these planners are elected officials, who depend on public support for their continued authority and responsibility, the pragmatic value of such a model is readily apparent.

Thirdly, Chapter Six indicates that, at least in the particular study sites investigated, residents remain open to persuasion about tourism and the contribution it can make to their welfare and prosperity. Whilst displaying an element of cynicism towards government that is somewhat characteristic of the New Zealand psyche, local people appear ready to embrace tourism development provided their needs are acknowledged and acted upon. If these findings can in any way be generalised, then it is reasonable to conclude that the design of a tourism planning process, based upon the evaluation check list described in Chapter Five, may well result in enhanced levels of resident support and a subsequently improved prospect for sustainable tourism development.

Finally, Chapter Seven indicates some degree of linkage between the process adopted to determine local tourism development strategies, and the levels of local support for the plan which results from that process. In particular, whilst recognising the contributing role of planning elements such as the identification of locally important issues, the assessment of tourist appeal and carrying capacity, and the allocation of implementation responsibility, residents' central concerns remain focussed on actual planning proposals. In other words, though 'how we get there' is recognised as important and influential, local people prefer to concentrate on 'what we're going to do' as the critical aspect of any plan for their future. Such a perception of the strategic planning process, as primarily a vehicle for the identification of specific key tasks, is in sharp contrast to the conventionally holistic view espoused by the literature, and offers important guidance to those who are charged with development planning responsibility at a sub-national level.

This research was carried out in a distinctively New Zealand tourism environment, and the influence of site-specific factors is acknowledged as a potential limitation over the extent to which findings may be generalised. However, in any geographic setting, if an environment is created in which long term planning for tourism is primarily determined by a broad cross-section of involved stakeholders, it is suggested that the influence of regional values, attitudes and behaviours will result in a planning approach which generates maximum local support. If this suggestion is valid, a substantial contribution will have been made towards continuing community involvement in local tourism planning. The value of such a contribution will be significant, in terms of the long term future for the tourism industry and those who are affected by its growth.

2. LITERATURE REVIEW

This review examines key components of the academic literature concerning sustainable tourism development and long term tourism planning, and is initially presented as a discussion in four sections : foundation concepts in tourism research, sustainable development and tourism, stakeholder participation, and tourism planning issues. A fifth section examines the practical utility of these contributing concepts, before a sixth and final section presents five specific research objectives which together define the overall goal of the research described in this thesis.

2.1 Foundations of Tourism Research

One assessment of the body of tourism literature available to the late 1980s (Jafari, 1990) has concluded that virtually all research to that date could be classified under one of four separate approaches to what was still a new and relatively unfamiliar topic for study. These four approaches, or 'platforms' to use the author's terminology, were seen as evolving in tandem rather than chronologically, though a clear emphasis shift towards the third and fourth options has latterly become apparent.

The Advocacy Platform

Early assessments of tourism display an undeniable tendency towards the positive, with commentary from both public and private sector organisations emphasising its economic benefits to the virtual exclusion of all other considerations (Royer et al, 1976; Powers, 1976; Rose, 1981). Widespread enthusiasm for a new phenomenon, especially during the 1970s and early 1980s, saw the industry consistently portrayed as labour intensive and pollution free, and capable of supplying economic salvation without major attendant problems - an approach Jafari describes as the 'advocacy' platform.

In New Zealand, advocacy attitudes were clearly evident in an optimistic body of early work (e.g. Mings, 1980; Henshall & Marsh, 1981). In addition, a series of government-sponsored reports prepared by Business and Economic Research Limited (BERL, 1982; 1983; 1984), had identified tourism as a potentially valuable economic substitute for the declining value of export primary produce, and the tourism industry of the 1980s

enjoyed enviable levels of public and private sector endorsement. The country was overwhelmingly positive about tourism's economic benefits, and was equally supportive of continued industry expansion.

The Cautionary Platform

Even as advocacy disciples were proclaiming the economic miracle represented by the new tourism industry, doubts were being expressed about this vision of universal benefits and minimal side effects. As early as 1973, Young had identified a series of potential problems associated with rapid tourism growth, and these sentiments were echoed by Turner & Ash in 1975. This latter work questions the perception of tourism as a magic solution to all economic ills, something that should be widely introduced for its limitless benefits and freedom from negative consequences. Rather, it is described as an enemy of authenticity and cultural integrity, a systematic destroyer of beauty, and a pervasive arouser of discontent. Jafari's second approach, the so-called 'cautionary' platform, had begun to challenge the previous dominance of advocacy attitudes.

A key aspect of the cautionary approach is its extension of the temporal dimension to highlight longer term implications for both the tourism destination and the people who live there. Whilst Young (1973) had already identified local community attitudes as a subject of some importance, it was Doxey's work of 1975 that established a foundation theory of resident attitude development. According to the latter author, the attitudes of a local population would inevitably pass through a clearly defined series of shifts as tourism development became more intense in their home area. Initial euphoria would give way to indifference, which in turn would deteriorate into annoyance and antagonism, at which point visitors would no longer feel welcome and the local industry would self destruct.

In similar vein, Butler (1980) proposed that tourism destination areas, and individual developments within those areas, are subject to a pre-ordained life cycle. According to Butler, there is a uniform and predictable growth phase through four stages of supplier activity, whilst a subsequent period of stagnation will often lead to a twilight of steady decline. Decline can be delayed by innovative marketing and/or product development, but in the long term it is virtually inevitable.

Although these and other so called 'stage models' have been criticised on the grounds of over-simplification (Hovinen, 1981; Brougham & Butler, 1981; Weaver, 1990; Getz, 1992), they remain relevant as indicators of a more critical school of thought - a first tentative suggestion that advocacy attitudes to tourism might be unduly optimistic, and that initial enthusiasm for tourism should not necessarily be assumed to guarantee a long-term and permanent endorsement. Indeed, by a relatively early stage in the evolution of tourism study, writers such as Finney & Watson (1975) and Smith (1977) had begun to express concerns about the irreversibility of non-economic impacts arising from tourism's activities.

Initial evidence of a cautionary approach in New Zealand was exemplified by work carried out in higher density tourist areas such as Rotorua and the Bay of Islands (Garland, 1984), and by the reviews of social impact prepared by Garland & West (1985) and Marsh & Henshall (1987). Whilst these reports readily acknowledged the economic benefits which would flow from enhanced levels of tourism development, there were associated warnings of some negative ramifications which needed to be considered. If tourism was still generally seen as 'a good thing', concerns had begun to emerge that it was not without its attendant problems.

The Adaptancy Platform

A third position suggests that the balance between tourism's costs and benefits can vary according to the characteristics of the specific style of tourism involved. Perhaps as a form of reaction to concerns expressed by the cautionary school, the 'adaptancy' platform acknowledges the long-term dangers inherent in a mass charter style of tourism, and attempts to isolate preferable forms of activity which will more effectively ascribe benefits to all parties involved - hence the designation of industry sub-set terminologies, such as alternative tourism (Holden, 1984) and environmentally friendly tourism (Budowski, 1976). The latter concept, in particular, continues to attract both academic and public attention through a manifestation as the relatively recent concept of eco-tourism (Cater & Lowman, 1994; Smith & Eadington, 1994).

New Zealand's physical distance from the world's main population centres has been reflected in the establishment of a relatively small scale tourism industry, and the

country has so far managed to avoid the negative implications of excessively high visitor volumes - the concept of mass charter tourist movements is virtually unknown in the New Zealand business environment. However, rapid market growth over the past four decades has seen the tourism industry become a major component of the national economy, and a progressive reallocation of development responsibility from public to private sector has been at least partly responsible for growing strategic emphasis on international visitor marketing (Pearce, 1992).

During the 1980s and 1990s, the country's tourism industry expanded rapidly, with visitors being deliberately guided to the gateway cities of Auckland and Christchurch, along with a handful of 'honey pot' destination areas such as Rotorua and Queenstown. As the local industry moves into the 21st century, and despite a well documented shift in demand by contemporary visitors, from passive observation to active participation (Kearsley, 1997), there is little evidence of a parallel change in industry thinking. Thus, though the cautionary platform is a well established concept amongst the academic fraternity, tourism industry control of its own development has ensured that advocacy approaches have remained dominant, and that adaptancy ideas are conspicuous by their absence in terms of prevalent practitioner attitudes.

The Knowledge Platform

Jafari's (1990) final classification claims to incorporate the most recent developments in tourism research, including salient features of the advocacy, cautionary and adaptancy approaches, in order to scientifically examine tourism from the broadest possible perspective. A 'knowledge based' platform, whilst accepting the pioneering value of previous work, has tended to describe past research activity as overly simplistic (e.g. Pearce et al, 1991) and has consciously attempted to rectify this situation. As such, since Jafari's (1990) commentary, the type of broadly based attitudes towards tourism displayed by writers such as Bramwell & Lane (1993), and Swarbrooke (1999) have tended to endorse the idea that research into tourism should be as inclusive and holistic as possible. Thus, the knowledge platform considers it critical to encompass the views of all parties - private and public organisations, academia, local residents, and tourists themselves - in order that optimum developmental decisions can be taken.

New Zealand's market-driven approach to international tourism has created an environment in which a knowledge based perspective is especially merited, as its concentration strategy for development has created substantial regional variation in the extent of local tourism activity. Both McDermott Miller (1988) and Lim (1991) have expressed concern that the benefits of tourism were not being equally spread through the regions, with the former arguing that the industry was being operated in the national interest at the expense of regional resident groups. Thus, although there has been some degree of visitor activity in these peripheral regions (Muijlwijk, 1987), government policy and free market forces have historically combined to isolate many parts of New Zealand from the implications of tourism development (D.G. Pearce, 1990).

Private sector domination of national level tourism strategy had successfully managed to focus visitor attention on those parts of the country in which its own commercial interests lay, and regions outside of the chosen few were essentially left to their own development devices. However, as the national tourism industry matures, and a growing demand for variety in tourist experiences becomes evident, these overlooked regions have begun to show interest in some form of tourism involvement (Kearsley, 1997).

In this respect, though peripheral regions may feel disadvantaged by central government tourism policies, their latecomer status offers an opportunity to avoid many of the excesses identified by Simmons (1988; 1994) and associated with the advocacy platform - if maximum advantage is to be taken of any such opportunity, the holistic approach of a knowledge-based perspective would seem to have strong claims to consideration as an appropriate underlying framework.

Summary

Each of Jafari's (1990) four conceptual platforms continues to exist within a framework of parallel approaches to the study of tourism, and each can claim to command at least some degree of support in the contemporary literature. Though Jafari declines to nominate a preferred paradigm from his four identified platforms, the knowledge based approach is specifically identified as one which incorporates multiples perspectives in its conceptualisation of tourism and its component elements. As such, the following

discussion of issues related to sustainable development, community participation, and strategic planning is guided by the application of such an approach.

2.2 Sustainable Development Issues

Central to Jafari's advocacy platform is the idea that tourism offers substantial short-term economic opportunities to industry participants, and that these opportunities should be boldly and enthusiastically seized. However, each of his remaining platforms adopts a longer term view of tourism's implications to some degree - in this respect, they can clearly be seen to correspond with the generic principles of sustainability in economic development. This section of the review discusses recent developments in the field of sustainable development, particularly as they have impacted on international tourism, and concludes by outlining the relationship between sustainability principles and regional tourism development.

Sustainability and Economic Growth

Attention to sustainability in tourism development has been a relatively recent world-wide occurrence, one which has been defined by the coincidence of late 20th century growth in the tourism industry, and changing public attitudes towards the physical environment. Though some isolated expressions of environmental concern related to tourism had appeared in each decade since the Second World War (Clawson, 1959; Carson, 1962; Meadows et al, 1972), it was the 'proliferation of jumbo jets' and the 'growing concern for the conservation of our natural resources' that laid the foundations of what has recently been described as environmental tourism (Dowling, 2001:284). For some authors, however, the advent of sustainable tourism development is an even more recent phenomenon.

According to Romeril (1989), the need for physical resource protection was highlighted as an area of major concern for the tourism industry during the 1980s, with five major international agreements including some reference to the environmental threats posed by tourism - the last, and most influential, of these was the report of the World Commission on Environment and Development, the so-called 'Brundtland Report' of 1987. Reflecting growing concern for ecological issues, this seminal publication strove

to establish key parameters of sustainability in industrial development and, notably, defined sustainable business practices as those which “meet the goals of the present without compromising the ability of future generations to meet their own needs” (WCED, 1987:43).

Sustainability was thus portrayed as a pivotal outcome of necessary change to current industrial behaviour, an essential strategic alternative to the historically commonplace focus on short term economic growth at the expense of environmental and social concerns. The dominant characteristics of the tourism industry - principally, its international influence and multi-disciplinary structure - indicated that it would quickly become a benchmark for the measurement of commercial attitudes and aspirations towards sustainable practices.

As the Brundtland recommendations began to play a more prominent role in the policy statements of various central governments, relationships between commerce and the natural environment were initially the main focus (Buhalis & Fletcher, 1995). In this respect, as the world’s largest industry and one which by definition operates on a global scale, tourism became the subject of newly expressed concerns in terms of its long term effects on the ecology of a destination (Bramwell & Lane, 1993). It was therefore unsurprising, and perhaps inevitable, that the industry was quickly confronted with a substantial environmental lobby, whose attitudes ranged from a moderate concern (tourism needs to be more attentive to ecological issues) to the so-called “deep ecology” philosophy which totally rejected mass market tourism as an inherently unsound proposition (Naess, 1989; Dobson, 1990).

There is a valid case to be made at either end of the attitudinal continuum, as there is an obvious potential for either synergy or conflict in the relationship between tourism activity and its physical surroundings. Priestley et al (1996) point out that tourist satisfaction is greatly heightened by an environmentally pure destination, and that such a destination will attract more intensive visitation as a result. In turn, a higher volume of visitors poses a threat to the environmental purity which initially attracted them, and the destination thus becomes threatened by its own success. This apparent paradox can be

seen as *prima facie* evidence that the physical environment should properly constitute a key component in any consideration of tourism sustainability.

However, uncritical acceptance of this evidence may be overly simplistic. Bramwell et al (1996) suggest that the Brundtland conclusions may not be universally relevant to tourism, taking particular issue with the authors' tendency to equate sustainable development with ecological protection. As these authors argue, tourism is based upon an interaction between hosts and guests which takes place in the hosts' home environment, and involves the consumption of physical resources in exchange for economic reward. From this perspective, whilst ecological issues are clearly critical, ambitions for sustainability in tourism may be more realistic if they incorporate reference to a much wider range of contributing criteria - if environmental concerns justifiably remain important, it seems more logical to address them alongside an equally careful consideration of economic, social, and cultural issues.

Sustainability and the Tourism Industry

Such a multi-faceted approach to tourism development is by no means a novel idea, Rosenow & Pulsipher (1979) having incorporated multiple perspectives in their vision for a 'new tourism'. Key considerations in their proposals included a sensitivity to heritage and environment, high levels of quality in tourist facilities, development of attractions and infrastructure in sympathy with destination attributes, and the provision of economic, social and cultural benefits within existing resource constraints. In many ways, these authors had substantially anticipated the subsequent evolution of sustainable tourism development theory.

Twenty years later, though the underlying diversity of tourism may limit the universal applicability of such a vision, it is argued that the scenario remains worthy of energetic pursuit. If tourism can develop in a form which even partially approaches these goals, then there is a clear incentive to actively promote its introduction. Why then has the tourism industry appeared somewhat slow to adopt sustainability principles ?

One explanation may be that sustainable tourism is easy to describe but difficult to implement (Butler 1990; Wheeler, 1991), with most of the small number of identifiable

success stories occurring at enterprise level within the accommodation sector (e.g. Britton, 1977; Saglio, 1979; Bilsen, 1987; Wilkinson, 1989). Evidence of successful implementation at regional or national level is considerably less common, though this may be more attributable to political conflict than operational inefficiency. In arguing the political case, Butler (1994) sees tourism development decisions as a function of the essentially conflicting views of public sector planners and private sector entrepreneurs - the former hampered by a lack of tourism industry understanding, the latter by a focus on the profit making present at the expense of longer term implications. The results of this conflict can be a mutual inability to control planning philosophies and processes, and a resulting tendency to random and unplanned developmental directions which contribute little to eventual sustainability of outcomes.

A second explanation may be an implied perception in much of the literature that sustainable tourism is merely an operational activity which participants can opt into or out of at will, much as they might choose to take part in adventure tourism, health tourism, or any other identifiable niche of the industry. This view, described by Godfrey (1996) as the genesis of alternative tourism, ecotourism, green tourism and other derivatives, may encourage interested parties to hold sustainable policies in reserve as a corrective action. Rather than introduce sustainability principles to everything they do, operators may elect to introduce alternative forms of tourism in circumstances where substantial damage has already occurred and the conflict between tourism and environment has become irreversibly apparent (e.g. Greenwood, 1989). In these instances, the concept of sustainability has been both misunderstood and undervalued, for its contribution lies with preventative rather than curative potential.

In support of a more proactive strategy, Middleton & Hawkins (1998) highlight the economic potential of sustainability as a source of competitive advantage. For these authors, developing tourism in harmony with the social, cultural and physical environment at a destination is an appropriate business objective, as maintenance of a pristine ecology and positive relations with the host community are clearly desirable from a purely commercial point of view. If the world-wide dominance of mass charter tourism is to be challenged by smaller and more discrete market niches, then tourism operators need to quickly reposition themselves to meet the changing demands that this

paradigm shift implies - the adoption of sustainability principles as an overall guiding force becomes an attractive prospect for pragmatic, rather than philosophical, reasons.

This perspective challenges the adaptancy approach of classifying all tourism activity into an operational dichotomy, where some forms of tourism can be applauded as sustainable ('good' tourism) alongside other forms simultaneously condemned as unsustainable ('bad' tourism). Godfrey's (1996) work correctly rejects this simplistic and judgmental view, in favour of an alternative approach where sustainability is not a device by which to measure the appropriateness of a given tourist activity, but rather is an appropriate global target to which all forms of tourism must aspire. The principal elements of Godfrey's perspective are summarised in Figure 2, and are advanced as a suitable framework within which to pursue subsequent sections of this review.

Fig. 2 : Key Elements of Sustainable Tourism (after Godfrey, 1996)

Sustainable tourism development will be :

- * Comprehensive - includes social, cultural, environmental, economic, political implications
- * Iterative/Dynamic - readily responds to environmental and policy changes
- * Integrative - functions within wider approaches to community development
- * Community Oriented - all stakeholder needs are addressed through community involvement
- * Renewable - incorporates principles which take into account the needs of future generations
- * Goal Oriented - a portfolio of realistic targets results in equitable distribution of benefits

Sustainability and Regional Development

Early tourism developments on the world-wide stage tended to capitalise on the economies of scale inherent in the mass movement of people – travelling on the same aircraft to the same destination, staying in the same hotels, and pursuing the same holiday activities. In this scenario, homogenous tourist destinations evolved around the twin requirements of favourable climate and acceptable infrastructure, and the destination itself was often a less important holiday selection criterion than the reputation, pricing policy, and other characteristics of the tour operator (Laws, 1997).

For many nations, the dominant influence of mass charter tourism has led to a concentration of activity in a handful of core regions, with much of the country remaining relatively untouched by tourism's positive and negative impacts. Outside of

the destination core, many 'overlooked' regions possess considerable tourism potential, often allied to a depressed economic situation with its roots in peripherality - a geographic, social, and political isolation from the heart of national decision making (Keogh, 1990). For these regions, concerns with sustainability are frequently synonymous with issues of economic survival, and the introduction of a tourism industry can offer a much-needed lifeline to prosperity with few barriers to entry.

In most cases, a mass charter form of tourism is usually out of reach, as it requires substantial tour operator involvement and investment allied to economies of scale only available through an existing core of mainstream visitation. However, though a new industry based on mass charter movements may be neither possible nor desirable, peripheral regions have latterly been encouraged by a market-led challenge to the dominance of this form of activity. Heightened levels of traveller sophistication have created a world-wide trend towards holidays which are not necessarily based on sun, sand and sea icons, but instead incorporate culture, nature and traditional rural life (Boissevain, 1996). For more intensely developed tourism destinations, those with a lengthy experience of both the costs and benefits of mass tourism, such a higher revenue/lower volume form of tourism offers considerable appeal.

New Zealand is characterised by a microcosmic variation on this global theme. Although the late development and small scale of the tourism industry has prevented mass market tourism on any material scale, a local version of the 'sunny beach and acceptable infrastructure' syndrome is clearly apparent. New Zealand's inbound (international) tourism industry emphasises scenic beauty, indigenous culture and geothermal activity, and there has been a resultant concentration of visitors in a handful of regions – centralised promotional policies reinforce travel patterns based on a 'blue ribbon' route through Auckland, Bay of Plenty, Canterbury and Otago, with the remainder of the country tending to languish in the developmental wake of the favoured few (D.G. Pearce, 1990). For regions outside of the blue ribbon zone, the notion of peripherality is therefore well established.

These peripheral regions are, by definition, primarily rural in nature and appear well placed to benefit from recently documented changes in patterns of visitor motivation

and behaviour. International visitor surveys have shown a clear move away from traditional group coach touring to free independent travel (New Zealand Tourism Board, 1997), heralding the apparent arrival of a new breed of visitor - one who aspires to venture beyond the superficial appeal of established touring routes to experience the 'real' or 'unspoiled' New Zealand (Kearsley, 1997).

Motivated by the desire to explore a destination at leisure, and consciously seeking out authenticity of experience, these 'new tourists' are said to have realistically low expectations of sophisticated tourism infrastructure, coupled with an increased need for genuine friendliness from hosts. Their interests in culture and the physical environment can involve a wide cross section of the host population in hospitality, and their financial contributions can resolve economic difficulties whilst enhancing the self esteem and independence of the local community (Boissevain, 1996).

These characteristics may prove particularly attractive to peripheral regions where tourism is in its infancy. In these instances, a negligible history of involvement can constitute a decided advantage, as the region can adopt a zero-based approach to its deliberations in terms of whether to develop a tourism industry at all. For many, mass tourism will rightly be considered unacceptable or impracticable, but careful consideration of alternative tourism styles may offer an opportunity for development which closely affiliates with previously identified principles of sustainability.

For example, if realistically low key objectives can be adopted to incorporate the views of all stakeholders, if tourism is considered as an adjunct to (rather than a substitute for) other economic activities, and if an holistic approach to development includes social, cultural and environmental considerations, it will be at least theoretically possible to achieve a substantial measure of long-term sustainability. In this context, peripheral regions may in fact be better placed than their core destination counterparts to embrace, and benefit from, the foundation principles of sustainable tourism development.

Summary

This review suggests that the concept of sustainable development has been widely acknowledged as a desirable guiding principle for the tourism industry of the future, and

that it may have particular relevance for peripheral regions contemplating their initial move into a new local tourism industry. However, it is important to note that a professed commitment to sustainability is merely a necessary first step - intellectual alignment with the sustainability paradigm is much more easily realised than its practical implementation, for a commonly voiced sympathy for the concept does not necessarily translate into the patterns of change required to secure its application (Butler, 1998).

Indeed, Milne (1998) has commented that sustainable tourism is a purely idealistic concept, and has suggested that even total commitment to sustainability principles may prove to be inadequate - in Milne's view, whilst such intentions are to be applauded, they represent a quest for a vision which is essentially unattainable. Nevertheless, and despite all of its acknowledged implementation difficulties, the concept of sustainable tourism development is endorsed as an essential goal for all industry stakeholders to pursue. The nature and importance of these stakeholder interests is outlined in the following section.

2.3 Stakeholder Participation Issues

Sustainability in tourism development has been advanced as an especially critical consideration for peripheral regions, and it has been argued that some form of alternative, rather than mass market, tourism will offer a clearly preferable option for such regions. It is therefore vital to have a clear understanding of the characteristics of alternativism, and to simultaneously concede that such an understanding is not easy to realise.

Whilst a variety of terminologies have been proposed as components of a broadly based alternative paradigm of sustainability (de Kadt, 1995), there has been considerable difficulty in defining what the 'alternative' label actually means (Lanfant & Graburn, 1994). In many cases, definitions have been expressed in terms of what alternative tourism is not, rather than what it is - it is not charter based, not group based, not sea, sand, and sun based - and the concept continues to present an elusive and ephemeral image based more on anecdotal suggestion than empirical data. Given this degree of

imprecision, it is suggested that closer investigation of alternative tourism styles is necessary before their relevance to peripheral regions can be categorically established.

Though a descriptive exploration of terminologies such as rural, cultural and community tourism may suggest the adoption of an adaptancy approach, it should be noted that their presence in this section additionally functions as a vehicle for initial stakeholder identification. Thus, the following paragraphs are intended not only to discuss the specific styles of tourism which commonly occur in peripheral regions, but also conform with a knowledge based approach through the isolation of a cross-section of stakeholders whose attitudes and opinions are vital if tourism development activity is to be long-term sustainable.

Rural Stakeholder Issues

Although not all peripheral regions are rural in nature, there is a strong correlation between aspects of peripherality and the defining characteristics of archetypal rural areas. According to Robinson (1990), these areas tend to be located at some distance from metropolitan centres, commonly contain large expanses of underdeveloped land interspersed with a network of small residential settlements, and feature a well defined traditional community structure resulting from the domination of primary industry in an environment of limited economic diversification. In response to rising unemployment caused by the decline of agriculture, and the related emigration of younger and more able sections of the population, the introduction of a tourism sector is often seen as one of the few options for economic, environmental and cultural viability (Bramwell, 1994).

Much of the relevant early literature relates to the concept of tourism as an economic alternative to farming, and writers such as Frater (1983) were instrumental in the identification of farm holidays as a significant new niche within the burgeoning tourism industry. Whilst Gannon (1994) had cautioned that tourism could only (at best) be a useful economic supplement to farming rather than a direct substitute for it, the temptation to regard farm tourism and rural tourism as twin definitions of the same concept has proven to be persuasive. Even today, in a contemporary environment strongly reliant on deregulated financial markets, the European vision of rural tourism remains based on a desire to keep farmers on the land in the face of declining

agricultural subsidies from central government (Vangsnes, 1998). As Gannon (1994) has noted, this notion of total replacement of farming by visitor hosting is fatally flawed - as she correctly comments, without farming there is no rural life, and without rural life there can be no rural tourism.

Over recent years, there has been a growing realisation that any attempt to define rural tourism must extend well beyond the confines of “holidays on the farm”. Taking a supply side view, Lane (1994a) notes that one obvious definition – tourism which takes place in the countryside – certainly encompasses farm tourism, but is clearly inadequate for a complex, multi-faceted activity whose content can vary from country to country and from region to region. Though conceding much common ground in the nature of economic problems faced by rural regions world-wide, Lane argues that the only real consistencies in rural tourism product are an emphasis on outdoor activities and the imperative of natural and unspoilt surroundings. Noting that one rural region can be very different from its neighbour in terms of an existing range of visitor attractions, Lane suggests that an objective evaluation of supply aspects is a necessary first step towards determination of the individual region’s potential as a rural tourism destination.

Such an evaluation can best be achieved through the preparation of an accurate tourism product inventory, the content of which will subsequently form a core component of the region’s destinational image. In this respect, it is intuitively obvious that many regions will not, and indeed can not, benefit from tourism due to their lack of a basic portfolio of desirable tourist attractions and/or infrastructure - tourism is by no means a universal panacea for every depressed region, but is infinitely better suited to some communities than to others. In other words, a region’s rural classification does not automatically qualify it as a desirable tourist destination, and an inventory of attractions and activities is therefore required to establish the nature and extent of existing visitor appeal. Only then can the resulting supply factors be compared with the demands and motivations of existing and potential tourists.

Consideration of rural tourism from a demand perspective reveals a changing value set in terms of the type of activity associated with modern day countryside experiences. Whilst rural tourism was initially a passive pursuit, based on walking, picnics, farm

visits and sightseeing, increasing demand has combined with a growing incidence of independent travel to generate more active diversions such as trail biking, hang gliding and jetboating (Butler et al, 1998). Contemporary rural tourists have markedly different values from their more sedentary predecessors, and take a much more individualistic approach to visiting the rural area of their choice.

In most rural areas with tourism potential, there can therefore be at least two types of holiday maker - those who stay put in one location for an annual two week summer holiday, and those who move through a rural area as touring visitors attracted by active outdoor pursuits (Pigram, 1993). Any measure of total visitation, even in a low volume host region, will usually include a core group of the former tourists, who will often be augmented by a sizeable number of more adventurous visitors. As basic marketing theory suggests that these two visitor groups will be motivated by entirely different destination factors, and will possess an equally diverse range of demographic attributes, it is clearly necessary for the host community to fully understand the defining characteristics and behaviours of those who find their region appealing.

For example, even in the outwardly homogenous field of European farm tourism, Austrian holidaymakers are mainly middle class families seeking an inexpensive break (Embacher, 1994), whilst their German equivalents occupy higher socio-economic strata and are more motivated by a desire for contact with nature (Grefe, 1994). If distinctions of this type are generalisable, there is an obvious need to categorise current visitation to any given region in terms of existing visitor market segments, destination factors which appeal to these segments, and consequent isolation of appropriate segments which are not currently being attracted (Butler et al, 1998). At that point, it is essential to consider the adequacy of match between destination facilities and visitor requirements, and the nature of linkages between supply and demand become correspondingly critical.

In this respect, Pigram (1993) views rural tourism as an activity based on cultural exchange, and one which emphasises the contrast between the lifestyles of rural host and urban visitor. It will often feature a local tourism industry comprised of small family businesses, many of which will operate on a part time basis, using a local

workforce to provide a somewhat homespun and unsophisticated tourism product. Accordingly, supply and demand linkages are commonly facilitated by a scattering of small enterprises, an essentially amateur group of product and service providers who frequently lack traditional business skills (Gilbert, 1989; Embacher, 1994) - in sharp contrast to the high levels of technological sophistication achieved by mainstream sectors of the industry (Gannon, 1994).

It is clear, however, that the unavoidably amateur status of rural tourism service delivery need not, and must not, lead to inadequate or ineffective performance - a lack of competent management is as unacceptable in rural tourism as it would be in any other industry sector. Plog (1991) goes further, in arguing that the effective administration of rural tourism is actually more of a challenge than it is in many other industry sectors, as operators contend with the need to make a virtue out of rustic facilities and non-existent night life. In these circumstances, Plog argues that adoption of appropriate management practices will contribute much to the viability of the regional tourism industry, and suggests that any tourism development programme or process must necessarily incorporate a careful audit of current and future business capability.

The general thrust of the literature indicates that an appropriately designed and well managed rural tourism industry is substantially coincident with the previously identified requirements for sustainable tourism development. In fact, Bramwell (1994) maintains that the current enthusiasm for sustainable tourism has its roots in concerns about touristic pressure on rural areas - particularly in the Swiss and Austrian alpine regions, where the potential for negative impacts on culture, landscape and habitat had already been clearly demonstrated - and academic opinion strongly favours rural tourism as a positive influence for many peripheral regions. In particular, tourism is thought to be effective in diverting existing resources towards economically beneficial activities, distributing its benefits over a widespread geographical area, and conserving the natural environment rather than destroying it (Butler et al, 1998).

However, tourism is also a powerful change agent (Lane 1994b), and the effects of major and abrupt change can be particularly damaging when introduced to a relatively traditional rural society. Therefore, some authors have sought to enhance sustainability

prospects, and to ameliorate the impact of change, through a developmental process which is securely founded on the existing stock of tourist attractions, visitor patterns, and participant business operations (Grefe, 1994). The key components of this approach are shown in Figure 3.

Fig. 3 : Sustainability and Rural Tourism Development (after Gilbert, 1989; Grefe, 1994; Lane, 1994a; Butler et al, 1998)

- * Regional sustainability is a powerful issue in rural areas.
- * Rural regions are heterogeneous in character.
- * Tourism offers economic opportunities to many rural regions
- * Not all rural regions are suitable candidates for tourism activity.
- * Existing tourism facilities will vary on a site specific basis
- * Rural regions will attract a variegated range of visitor types.
- * Rural tourism is delivered by part time and inexperienced entrepreneurs.
- * Rural tourism is best developed from its existing resource base.
- * Audits of supply, demand, and linkage elements are essential.

In contrast to the marketing perspective commonly adopted by new regional entrants to the tourism industry, the above approach finds greater potential for sustainability in economies of scope rather than economies of scale - in this scenario, the new tourist destination will, at least temporarily, abandon a drive for higher visitor numbers in favour of maximum quality of contact with those who already visit. In other words, the developmental direction chosen will reflect the quality of existing visitor facilities, the relationship between destination image and visitor motivation, and the capability of the regional industry to service the planned level of visitor activity. The necessity for regions to recognise and accept these constraints need not prove detrimental to development ambitions, but can in fact constitute a strength in its focusing of attention on the practicality and sustainability of the final strategy selected.

Cultural Stakeholder Issues

In a broad sense, all tourism is cultural tourism. Implicit in most definitions is the idea that tourists are people who will voluntarily move away from their home surroundings to place themselves in an unfamiliar environment and, to at least some extent, alongside an unfamiliar culture. The ensuing interpersonal relationships between visitor and host population will have a key impact on both parties' satisfaction with the tourism experience - as P.L Pearce (1990) puts it (in relation to farm tourism), authentic people can be more important to the overall experience than authentic places. There is

accordingly a clear need to incorporate cultural considerations when assessing the sustainability of any region's tourism development ambitions.

Sofield & Birtles (1996:398) describe cultural tourism as "the traveller's desire to experience the culture of a region or country", but some debate exists over the resulting implication that cultural tourism happens only when travellers consciously set out to make it happen. In contrast, the breadth and variety of tourism activity covered by the 'cultural' sobriquet has been reflected in the derivation of categories such as ethnic tourism, indigenous tourism, heritage tourism etc., with little consistency in the way these words are used (Harron & Weiler, 1992). Perhaps unsurprising, for the generic term 'cultural tourism' has been variously held to incorporate community based festivals (Tighe, 1985), American Civil War battlefields (Makens, 1986), visits to hill tribes in Thailand (Cohen, 1989), and classical opera and ballet (Zeppel & Hall, 1991). The need for a rather more specific typology seems readily apparent.

Van den Berghe (1994) argues that it is more realistic to categorise multiple levels of intensity in terms of visitors' primary motivation for travel, from an enthusiastic desire for total immersion in all aspects of destination lifestyles, to a single minded rejection of any host community contact in favour of a 'tourist bubble' of Westernised creature comforts. If this classification is adopted, most peripheral region tourism of a cultural nature can be conveniently classified under one of three headings - ethnic tourism, indigenous tourism, and cultural tourism (Wood, 1984).

Ethnic Tourism is the terminology used when the host population and its way of life are themselves the primary motivation for traveller visitation. In these cases, ethnic communities are visualised as major tourist attractions *per se*, this concept having been well established through the anthropological volume "Hosts and Guests", edited by Valene Smith in 1977 and updated in a 1989 second edition. A consistent theme which ran through this and subsequent writings was the serious potential for subversion of a host society by the dominant tourist cultures of Europe and North America, and critics such as Nash (1995) typified a common view in his description of the relationship between host and guest as a new form of imperialist colonialism.

Indeed, the outwardly innocent quest by visitors to understand an unfamiliar culture has often resulted in a disturbing level of change in traditional lifestyles (Callimanopolous 1982, Johnston 1990, Gordon 1990), and human nature suggests that this concept of human beings as objects of interest for an economically favoured visitor class is inherently unsustainable. For any form of ethnic tourism to be sustained (if, indeed, it can be sustained at all), total control by the relevant culture appears to be imperative, and a search for examples of this concept in action leads to the second stream of Wood's cultural tourism trilogy.

Indigenous Tourism is a subset of cultural tourism defined in terms of its participants, those marginal communities who tend to habit the fringes of their national societies and who have been described as 'fourth world' peoples (van den Berghe, 1994). Tourism in these communities is a tripartite experience, involving visitors, a dominant population, and a fourth world population, where the dominant population exercises political, economic and cultural control, and the indigenous fourth world population are :

those people who are descended from the first inhabitants, who are in a minority and do not control the national government, and who differ culturally from those who came later.

(Young, 1995:16)

Indigenous tourism can offer considerable economic opportunities to fourth world communities, particularly those who are enjoying some form of cultural renaissance in tandem with growing recognition of their land rights and resource ownership. For many such communities, appropriately managed tourism is seen as a culturally acceptable way to assert indigenous rights without compromising the sanctity of the land and people's relationship with it (Butler & Hinch, 1996). An increasing number of success stories exist on the world stage (Zeppel, 1998), and many of these are indicative of indigenous peoples' propensity to become involved in the third of Wood's cultural tourism strands.

Cultural Tourism is said to occur when the host population and its way of life have a marked influence on the tourism experience without forming an integral part of visitor motivation, and when cultural considerations serve primarily as a backdrop for more

mainstream tourism activities at the destination. Described as a key growth sector for the tourism industry of the 1990s (Boissevain, 1996), cultural tourism is said to support a heightened self esteem amongst the host community and to create regional independence through the economic and cultural stimulation of moribund societies. In other words, cultural tourism has often been seen as capable of overcoming any negative connotations to form a sustainable foundation for the revival of disadvantaged regions (McKean 1989; Deitch 1989; deBurlo, 1996).

However, opinion is by no means unanimous in this regard. MacCannell (1984a; 1984b) highlights the centrality of the tourists' quest for authenticity in their visitor experiences, conflicting with the common practice of sanitised and pseudo-authentic local culture presented for visitor consumption. Particularly in instances where there is a substantial cultural gulf between host and visitor (a common occurrence where indigenous communities are involved), extreme levels of commodification in cultural presentations can lead to reduced respect for visitors and the type of derisive local attitude noted by Evans-Pritchard (1989) and Peck & Lepie (1989). If this is allowed to happen, the tourists' search for legitimacy will be to the ultimate benefit of no-one, and cultural tourism will prove to be no more sustainable than any other form.

The key issue is therefore to identify the means by which such negative scenarios can be avoided, and this perspective is clearly exemplified by the nature of Maori participation in New Zealand tourism. Whilst Maori have a lengthy tradition of tourism involvement, reflected in a 19th century monopoly of tour guiding and accommodation provision, their status and image has consistently been manipulated by the colonial power. Early European publicity capitalised on the 'noble savage' image which pervaded Western perceptions at the time (McGregor & McMath, 1993), and the use of indigenous images for marketing purposes has persisted as the New Zealand tourism industry has developed through the 20th century. Whilst a mostly European establishment continues to benefit from judicious use of Maori icons in marketing (Te Ngahua, 1980; Barber, 1992; Hall, 1996), indigenous participation has been increasingly restricted to that of guides, carvers and entertainers (Barnett, 1997). Maori culture remains a valuable promotional tool for a tourism industry dominated by non-Maori interests.

The past ten years have seen growing demands for the recovery of cultural integrity within the New Zealand tourism industry, and for recognition of Maori tribal groups as the appropriate guardians of cultural, spiritual and physical resources (Mahuta, 1987). This claim to custodianship of cultural property, which Mitchell et al (1992) identify as a consequence of the wide gulf between Maori and European values, is frequently seen as an integral part of the restoration of Maori entitlements under the Treaty of Waitangi (Keelan, 1993) and therefore as but a small part of a much larger issue of sovereignty. Though some caution has been expressed over indigenous methods of management and promotion (e.g. Hall et al, 1993; Getz & Jamieson, 1997), the currently dominant view is that Maori are entitled to control how their culture is presented to visitors (Pacific Asia Travel Association, 1991; Walsh, 1996).

If Maori tourism operations are to accurately reflect their cultural foundations, it seems essential to consider more appropriate development models than the ubiquitous market driven approach (a concept supported by Walle in his 1993 study of the involvement of traditional peoples in tourism enterprises). In pursuing this objective, the key to success will lie in reconciling *taha Maori* - the Maori way of doing things - with the demands of a sophisticated and affluent tourist clientele. In other words, Maori need to combine the uniqueness of their own indigenous culture with the commercial realities of the post-industrial Western world in an effort to synergise both concepts (Ryan, 1997a). As the Maori Tourism Task Force report comments :

the challenges (are) the ability of our traditions, our social structures, and our cultural and tribal patterns to adapt to an industry which runs on good business management, highly skilled professional performance and unerring dependability."

(Butterworth & Smith, 1987:9)

If Maori, or any indigenous people, can deliver an authentic cultural tourism product within these guidelines, and if the development of such a product is approached with the needs of the host community as paramount, it has been suggested that a sustainable option can result (Parker, 1993). Indeed, Parker's views in terms of Canadian First Nation communities have been endorsed by studies conducted in Vanuatu (Sofield,

1991), Solomon Islands (Sofield & Birtles, 1996), and in a variety of aboriginal territories in Australia (Craik, 1995). In these instances, a highly positive outcome has resulted through the local indigenous community being successfully encouraged to take control of the development process.

Fig. 4 : Sustainability and Cultural Tourism Development (after Altman, 1989; Finlayson, 1992; Parker, 1993; Getz & Jamieson, 1997; Zeppel, 1998)

- * Cultural tourism is frequently experienced in a rural environment.
- * Cultural tourism satisfies a wide range of visitor motivations.
- * Maintenance of cultural authenticity is essential for sustainability.
- * Cultural tourism policy should be determined by the subject cultural group.
- * Indigenous involvement is constrained by knowledge, ability and finance deficiencies.
- * Indigenous control of cultural tourism requires dominant culture co-operation

Mainstream academic opinion therefore suggests that sustainability of indigenous or cultural tourism can best be achieved through facilitation (by the dominant culture decision makers) of a process which will empower indigenous people to assume control of any future developments. In this respect, the acceptance of indigenous people as a major developmental stakeholder is seen as an integral component of sustainability, for wholehearted indigenous support is argued to be a crucial element in determining the ultimate future of the development direction selected. Recognition of this perspective is reflected in the critical aspects of sustainable indigenous and cultural tourism proposed in Figure 4 above.

Community Stakeholder Issues

Whilst it has been convenient to examine tourism in terms of regional, rural and cultural components, the reality is that such a subdivision is artificial and has been conducted purely to facilitate presentation and review. Indivisible overlap exists amongst and between these components - many countries contain a substantial number of rural regions, rural life is strongly influenced by cultural considerations, and the nature of the cultural component will vary on a regional basis - and the adoption of an holistic approach is therefore necessary to avoid the negative consequences of concentrating on one aspect at the expense of all others. In other words, investigation of tourism from an overall host community perspective is merited.

In an attempt to isolate the defining characteristics of community tourism, Deroi (1988) identifies a privately offered set of hospitality services and features, extended to visitors by local families or a host community, with a primary goal of establishing direct personal and cultural communication between host and guest. The resulting series of high intensity personal contacts will inevitably result in some form of community impact, and the literature since the early 1980s has isolated a number of ways in which this impact has manifested itself. However, there is no consistently reliable classification of community reaction to the costs and benefits of tourism development, with the nature of opinion appearing to vary according to individual community characteristics (Faulkener & Tideswell, 1997).

For example, in relation to perceived economic benefits to the community, Long et al (1990) comment that much of the definitive work in this field has taken place in communities where tourism is already the single largest source of income (e.g. Milman & Pizam, 1988; King et al, 1993). However, the nature of perceived impacts can be radically different in cases where the subject community is contemplating a move into tourism for the first time. In such cases, it is often possible to identify a common “doomsday strategy”, where tourism is proposed as a last resort salvation for regions in economic decline, and attitudes in these communities are often more positive than in regions which possess alternative options for economic viability (Perdue et al, 1990). In other words, and in support of both Doxey’s (1975) and Butler’s (1980) stage models, overall support for tourism can be easier to find if residents are pessimistic about the economic future of their community.

In an effort to isolate the explanatory variables which determine resident attitudes, Faulkener & Tideswell’s (1997) review of the principal literature concludes that a wide range of potentially salient criteria is evident. That range includes the extent of seasonality (Rothman, 1978), resident demographics (Boissevain, 1979; Bastias-Perez & Var, 1995), the intensity of tourism development (Liu et al, 1987; Allen et al, 1988), the type of tourist (Schewe & Calantone 1978; Dogan, 1989), residents’ personal involvement in the tourism industry (Thomason et al 1979; Brougham & Butler, 1981), spatial relationship of residence to centres of tourist activity (Belisle & Hoy, 1980;

Sheldon & Var, 1984) and period of residence in the community (Duffield & Long, 1979; Liu & Var, 1986).

Faulkener and Tideswell comment that the results of these intensive efforts have been inconclusive at best, and the presence of a wide range of opinion diversity within and between communities has negated any possibility of a generalisable measure which can reliably explain the full spectrum of potential resident reaction. For example, several studies have compared the attitudes of tourism entrepreneurs, local government officials, and the general public, with somewhat contradictory results, (e.g. Murphy, 1983; Keogh, 1990; Lankford, 1994), and the ensuing difficulties in obtaining a consensus of community opinion are clearly indicated.

Accepting Ross's (1992) claim that heterogeneity of resident attitudes is an academic fact of life, it is argued that further research in this arena is largely counter-productive. Rather than persevere with extensive investigations of attitudes to post-development impacts, there is a more urgent priority in efforts to improve the pre-development process - accurate prediction of resident attitudes is argued to be more useful than their subsequent measurement, and the involvement of local stakeholders in the development process is suggested as a potential tool by which prediction quality can be enhanced.

Many regional tourism development projects, especially in relation to rural or cultural tourism activities, have led to resident communities enjoying the worst of both worlds. Whilst inheriting the responsibility to create a friendly and welcoming environment for visitors, in line with the substantial interpersonal component of community driven tourism, they frequently have been given no choice in the visitor type targeted or the nature of the tourism product presented. As a number of authors have claimed (e.g. Liu et al, 1987; Marsh & Henshall, 1987), this exclusion of residents from the development process can result in a considerable loss of effectiveness, with local people handicapped in their ability to recognise the potential costs and benefits of tourism and consequently ill equipped to make informed choices about how subsequent activity should unfold. As a result, there have been frequent calls to involve local people from the early stages of development discussion - if residents can co-operate from the outset, both formally and informally, the majority of tourism impacts can be anticipated in advance of the event,

and the entire community will benefit through active participation in determining their own future (Travis, 1982).

Much of the community participation literature suggests that broad based support is an essential element of sustainable tourism development. According to Ap & Crompton (1993), regional resident groups may possess a range of abilities and techniques which are not available to traditional tourism planning agencies, and local self interest levels can contribute to the articulation of unique approaches to cope with what will commonly be unique situations. As Murphy (1981) has noted, this level of involvement can lead to vastly improved community support for the final developmental direction chosen, for residents who concur with the tourism goals and objectives set for their region will be equally happy with the outcomes which ensue.

Whilst the actual strategies which result from a community-driven planning process will clearly be site-specific, and will not readily generalise to comparative situations elsewhere, it is nevertheless useful to articulate a set of guideline principles for the underlying development process.

Fig. 5 : Sustainability and Community Tourism Development (After Cooke, 1982; Murphy 1985; Haywood, 1988; Murphy 1988; Government of the North Western Territories, 1990)

- * A wide range of resident opinion will exist within and between communities.
- * Local resident opinion will determine community attitudes to tourism development.
- * Local residents must identify salient issues of local concern
- * Local residents must determine pace and scale of tourism development
- * Development must coincide with community aspirations and abilities
- * Resident participation will result in support for ensuing development.

Lane (1994a) has argued that a co-operative development process, based on similar principles to those presented in Figure 5, can make considerable advances in isolating and resolving the internal conflicts which reside in many communities. Although the nature of specific relationships between tourism and the community will vary according to individual circumstance, it is suggested that these broad principles of stakeholder involvement are more readily generalisable. In any environment, all those whose lives are touched by developmental change have a *prima facie* claim to decision maker status in determining the nature of such change and, as Bramwell (1994) has claimed, tourism

will certainly prove to be a more sustainable option when it meets the requirements of not only the directly involved participants, but also the affected community and the people who choose to live in it.

Summary

This section of the review has indicated that tourism development in a peripheral region can often be classified as rural in nature, and that the strong presence of cultural aspects to rural life can indicate the desirability of total community involvement in the development process. However, though there is a considerable body of literature in support of these propositions as valuable contributors to sustainable development, many authors have indicated the existence of almost inevitable problems related to their practical application. In this respect, the review continues with an examination of the principal literature concerning long term tourism planning processes, before returning to the theme of practical implementation difficulties.

2.4 Tourism Planning Issues

Whilst this review has described sustainability in regional tourism development as a concept which requires the reconciliation of many conflicting viewpoints, it is also critical to recognise its foundations in the premise of long term thinking - taking the future into account as a fundamental influence over all decision making activity, rather than basing the decision process framework on the short term implications of decisions made. In this respect, the driving force behind sustainable development is no more than a belated acceptance that development, of any kind and in any sphere of human endeavour, must consider the impact of its actions on both present and future generations. As Harrison & Husbands (1996) suggest, sustainable tourism is not a product or a brand - it is the global outcome of long-term planning processes which strive to ensure that tourism benefits are equitably distributed between all stakeholders.

Stakeholder Participation and the Planning Process

The case for equitable benefits distribution can be reinforced through visualisation of tourism as an open system. In common with most aspects of commercial activity, the impacts of tourism development extend well beyond the horizons of those who directly

participate in the host and guest encounter, to materially influence the lifestyles of a much broader community. In this respect, Pigram & Cooper (1980) suggest that the potential impact of tourism cannot be fully understood without consideration of regional societies in their entirety, and consequently advocate the adoption of :

an indigenous form of tourism, integrated into the community and landscape, and structured and operated so as to attain the maximum economic benefit locally and regionally while remaining compatible with prevailing cultural and environmental constraints.

(Pigram & Cooper, 1980:29)

If Pigram & Cooper's requirements are to be met, there is a need for effective mechanisms to ensure the orderly management and control of tourism as a community enterprise, and the authors' prescription additionally serves to reinforce the desirability of multiple stakeholder participation in the management and control mechanism eventually selected. In these circumstances, there has in recent years been a noticeable tendency to view long term planning as a potentially valuable component of the most appropriate regional responses.

Butler (1997) typifies much of the literature in this respect, claiming that the pursuit of sustainable tourism development is inevitably linked to the need for a formal long-term planning process through consideration of a circular model of causality. In this approach, development of any kind implies future change; change implies a range of future impacts; impacts imply a need for future management; and management implies the adoption of a planned approach to future development. According to Butler, the futuristic focus and causal relationships inherent in these ideas provides a synergistic link between sustainability theory's emphasis on current and future generations, and the long-term view implicit in formalised planning procedures.

Approaches to Tourism Planning

Some form of planning for tourism has existed since the advent of jet aircraft in the early 1960s, and the subsequent explosion in mass charter tourism which has continued apace until the present day. In a succinct analysis of the historical evolution of tourism

planning traditions, Getz (1987) initially identified four planning approaches which he presented as a staged development similar to Jafari's categorisation of tourism research, Butler's comments in terms of destination life cycles, and Doxey's theories of evolving resident perceptions. The Getz model has subsequently been extended by Hall's (1995) identification of sustainable tourism planning as a valid fifth philosophy.

Getz's initial "boosterism" approach, clearly owing its origins to Jafari's advocacy platform, was founded on the conviction that tourism is a uniformly positive force and that planning processes are a potentially effective method to overcome obstacles to increased levels of development. Tourist demand characteristics are accepted as the driving force behind plan formulation, and there is no provision for the possibility that more intense development might be harmful. Cultural and natural resources are perceived as items to be exploited for corporate profit, traditional marketing methods are used to attract ever growing tourist numbers, and the role of the host population is solely to deliver on public relations promises which extol the virtues of tourist-friendly behaviour patterns amongst locals.

The economic approach visualises tourism as an industrial agent of change, with an economically based and industry oriented focus emphasising the financial and job creation benefits for the host destination. Mainstream marketing methods are again emphasised, but to maximise financial benefits rather than visitor numbers *per se*, and tourism is visualised as one of a range of industrial options for regional development. Although local resident concerns are acknowledged as valid, the economic approach recognises the expert status and undoubted authority of the institutional tourism planner, and requires universal stakeholder subservience to the resulting planning dogma.

Such an approach has resulted in central government representations of tourism as a major export industry, ranking with primary food production, minerals extraction and manufacturing as a major economic force in external trade. Whilst representing a clear advance when compared with boosterism principles, the economic approach continues to pay inadequate attention to the negative impacts of tourism, and the assumed desirability of industry development remains unchallenged.

The third stage of Getz's model incorporates historically effective land-use concepts to deal with ecologically and environmentally based concerns. Tourism is recognised as a consumer of finite physical resources, and the recommended response is to manipulate spatial factors to influence tourist flows within the destination. Whilst growth in overall tourist activity appears to remain as an assumed desirable, the emphasis of this approach lies with visitor management techniques designed to minimise the negative impacts of an ever-larger group of tourists. The approach enjoys considerable world-wide support through the efforts of writers such as Inskeep (1991) and Gunn (1994) and, as a result, remains the most common planning philosophy in many tourism settings.

Finally, Getz acknowledges Murphy's major contribution to the literature through recognition of a community approach to tourism planning as his fourth option. This perspective sees the control of tourism development firmly in the hands of local residents, and envisages a balanced regional portfolio of commerce which does not rely on tourism as the sole source of economic wealth. Community tourism is assumed to be very much of an alternative nature, with the pace and scale of development occurring through a locally determined vision, and the government planner is therefore seen as a contributing facilitator rather than a dictatorial controller of the process. In this respect, the principles of community planning would appear to have much in common with the characteristics of sustainable development, and this relationship is acknowledged by Hall's (1995) identification of sustainable tourism planning as a fifth philosophy.

Fig. 6 : Tourism Planning Traditions (Getz, 1987; Hall, 1995).	
* Boosterism Approach :	tourism is an entirely beneficial activity and the extent of its operations should be maximised wherever possible.
* Economic Approach :	tourism is a powerful economic force, and is best used to generate income and employment for selected regions.
* Physical/Spatial Approach :	tourism should be developed in such a way that negative environmental impacts are minimised.
* Community Approach :	tourism is a social and political force which can best be developed through the medium of local control.
* Sustainable Approach :	tourism is a critical factor in many regions' economic development, and one which must be treated as a vital element in overall plans for long-term regional evolution.

Hall's vision of appropriate planning is centred on a rejection of Getz's boosterism approach, allied to a blend of elements taken from the economic, physical/spatial and

community philosophies. He acknowledges the need for integration of tourism with other economic activities, and advocates a long term view which seeks to maximise tourism's benefits whilst minimising or eliminating environmental, cultural and social instability. Hall suggests integrated strategic planning as an appropriate vehicle by which to operationalise this concept, a suggestion which is further discussed in the following paragraphs.

Strategic Planning and Tourism

The evolution of tourism planning has again reinforced sustainable development as a desirable outcome of all planning activity. However, the impacts of an intuitively limitless variety of stakeholder groupings and regional influences suggest that continued attempts to isolate a uniformly ideal prescriptive planning model may be ineffective and misguided. An aura of inevitable failure surrounds such ambitions, as site specific influences will consistently intervene to the extent that a model which is effective in one region cannot be automatically generalised to others - as Gunn (1994) has noted, any search for a universal planning panacea is probably futile.

A more useful contribution may lie with the establishment of a guiding philosophy to underpin tourism planning practices, a philosophy which is sufficiently broad-based to allow flexible interpretation in the face of varying circumstances. In this context, Hall (2000) has argued that optimum forms of tourism planning remain a contested concept, and reflect a perceptual gap between global and national interest in sustainability, and the kaleidoscope of local issues which combine to influence regional land use and infrastructural developments. He therefore emphasises the need to distinguish between the planning process and the plan itself - whilst the nature of individual tourism plans will inevitably reflect unlimited variation, it is nevertheless feasible to strive towards a consistent process framework within which these individual plans may evolve. If this approach is adopted, Hall argues that the developmental direction eventually selected - the actual tourism plan itself - will inevitably reflect the range of local influences which characterise individual regions, and will accordingly represent an outcome tailored to the specific needs of the area under review. The concept of strategic planning has been frequently advanced, in the generic management literature, as a suitable mechanism by which a process framework of this nature can be realised.

Strategic planning theory is a cornerstone of conventional management practice, and has been discussed at length in the management literature (e.g. Steiner, 1979; Kotler et al, 1993; Mintzberg, 1994; Robbins et al, 1997; Davidson & Griffin, 2000). Described as “a comprehensive plan of action that sets a critical direction, and guides the allocation of resources to achieve long term objectives” (Schermerhorn, 1996:160), strategic planning embodies many advantages which are coincident with previously identified criteria for sustainability - it implies a long term perspective, requires consideration of multiple situational influences, is clearly goal oriented, and can accommodate a wide range of conflicting perspectives.

In this context, whilst authors vary in the terminology which they append to the components of strategic planning, it is possible to identify substantial agreement in terms of its principal stages. The constituent elements of a strategic approach to planning are therefore presented in Figure 7.

Fig. 7 : Foundation Elements of a Strategic Planning Philosophy (after Steiner, 1979; Kotler et al, 1993; Mintzberg 1994; Ritchie, 1993; Schermerhorn, 1996; Cooper, 1997).

A strategic planning philosophy will :

- * Develop an agreed portfolio of critical stakeholder values
- * Use critical values to articulate a broad vision for the future
- * Establish generic goals which will contribute to realisation of vision
- * Adopt an exhaustive evaluation of current status as a basis for future action
- * Establish specific objectives to bridge the gap between current status and generic goals
- * Assign priorities, responsibility and control systems to monitor implementation effectiveness

As Hall (2000) correctly notes, the actual mechanisms used to give effect to strategic planning theory in any given situation will be influenced by the environment in which the planning process is conducted, and will reflect institutional arrangements, culture, stakeholder values and attitudes, and a range of broader economic, political and social issues - in short, participants in any specific project will bring their own particular perspectives to bear when considering the task which faces them. Nevertheless, if regional tourism development activity consistently involves all stakeholders in a process which adheres to a strategic orientation such as this, the literature indicates that prospects for ultimate sustainability will be considerably improved.

Summary

This section has briefly reviewed the literature concerning the evolution of tourism planning philosophy, and noted that the concept of staged development is clearly perceptible in the series of planning approaches identified. In this context, contemporary academic attitudes are exemplified by Hall's co-ordination of economic, physical/spatial, and community elements into an holistic tourism planning framework to guide future development, and the generic management theories of strategic planning have been proposed as a realistic template within which individual planning practices might effectively evolve.

Hall's work suggests the nature of appropriate boundaries for a conceptual framework based on the three elements discussed in this review to date. Such a framework would posit that the presence of multiple stakeholder participation, in a strategically oriented planning process, is a material influence over the content of the plan which emerges from that process; that levels of planning process quality are positively correlated with resident approval levels for the plan itself; and that resident approval levels are a major determinant of the sustainability potential inherent in the plan so derived. The relationship between stakeholder participation, strategic orientation, and subsequent resident approval ratings constitutes the central focus of this thesis, and is therefore presented as the foundation philosophy statement below:

Appropriate planning processes for regional tourism development will be founded on the twin concepts of multiple stakeholder participation and strategic orientation. Incorporation of these elements into the planning process will lead to substantially improved levels of local resident support for the plan which subsequently ensues.

Conceding that widespread acceptance of this dictum will require major attitudinal shifts within the stakeholder community - tourism is often characterised by a singular lack of co-operation amongst industry participants - the review continues with an evaluation of the extent to which implementation of this philosophy may be feasible in practice.

2.5 Practicality Issues

Sustainable development, stakeholder participation, and the importance of strategic planning have been established as well supported concepts within the tourism literature. However, it remains necessary to consider the possibility that they are of theoretical value only, and that real world considerations related to regional tourism development have created insurmountable obstacles to their successful implementation. In pursuit of this possibility, each of the identified conceptual elements is discussed in turn in the paragraphs which follow.

Practicality of Sustainable Tourism Development

Butler (1993) has claimed that a wide range of influences characterises the form and nature of tourist activity, and that the virtual impossibility of harnessing these influences into a cohesive entity will conspire to defeat the sustainability imperative. Furthermore, in research outputs across the full range of public, private and academic communities, he detects an essentially short term focus which is anathema to previously recognised principles of comprehensiveness and integration. Butler maintains that, by primarily treating tourism as a closed system, much current research ignores the negative effects of interaction between a number of involved actors, as a result of which sustainability is condemned to remain an elusive theory whose practical value remains unproven.

For example, Haywood (1988) identifies the critical role of the political establishment in determining the operational details of regional tourism development. Depicting typical government institutions as an extensive and well established planning bureaucracy, which commonly views public participation as a waste of time and money, he claims that their capacity to resist change is legendary. It is therefore common for community consultation initiatives to be little more than a cosmetic public relations exercise, designed to convey the impression of extensive resident involvement whilst simultaneously serving only to rubber stamp a series of decisions already made. In circumstances such as these, the unequal nature of partnership between community and bureaucracy contributes little to prospects of enhanced sustainability.

The nature of the tourism industry itself can also cast doubt on the feasibility of sustainable development. With a historical emphasis on short term profit motives, the industry is not always the clean, green and resource friendly stakeholder portrayed in the early stages of its evolution. In fact, according to McKercher (1993), tourism is an industrial activity which competes vigorously for the right to consume (and sometimes over-consume) resources. It is fragmented and difficult to control, and brings its customers into a destination area for the purposes of consuming a product which is essentially a form of entertainment. McKercher finds it difficult to reconcile these characteristics with a potential for sustainability.

Even the almost universally accepted idea of economic benefit to the host region is not without its detractors. According to some authors, the much heralded financial contribution of tourism to economically depressed areas tends to favour those community members who are least in need of additional income - the middle class entrepreneurs and the small number of wealthy can profit, whilst the least financially capable will commonly receive no benefits at all (Crain, 1996). This internal inequity can manifest itself in souring attitudes towards visitors, as both deBurlo (1987) and Odermatt (1996) have noted in vastly different destinalional environments, and deteriorating relationships between host and guest clearly form no part of a sustainable development model.

Negative perceptions are by no means limited to the traditional mass movement of people, with some reservations also being expressed in relation to alternative forms of tourism. As Cater (1993) argues, many such niche tourism activities are subservient to the demands of a global industry which can deploy and exploit its superior capital resources to the extent that local people cannot afford to participate. Noting that all tourism causes some form of impact, she suggests that the level of change wrought by alternative tourism may in fact cause more long-term destruction than the much maligned mass market version.

Butler (1994) applies a life cycle perspective to Cater's ideas, suggesting that alternative tourism can only remain alternative until it demonstrates economic viability - at that stage, the pressures brought to bear by international business interests will lead to a

“mainstreaming” of the hitherto localised niche activity, and the alternative tourism of today will become the mass market tourism of tomorrow.

As Dogan (1989) has argued, the substantial change wrought in a destination through any type of tourism development is inevitable (and virtually irreversible). Particularly in peripheral regions characterised by a cohesive and homogenous community, such change can be dramatic and highly visible, and can seriously damage prospects for orderly growth through the generation of internal conflict within local attitudes towards expanded visitor activity. If such a scenario is permitted to unfold, prospects for satisfactory development are materially affected.

However, although successful implementation of sustainability principles should not and cannot be taken for granted, the necessity for continued striving towards a goal of sustainable tourism development remains intact. In this context, Clarke (1997) has conceptualised sustainable development as an holistic (albeit flawed) imperative that all tourism activity must inevitably adopt and continuously monitor. She argues that, whilst the feasibility of sustainable tourism development remains a dubious proposition at best, tourism stakeholders ignore, discard, or even underestimate the concept at their peril - the consequences of doing so may well be a commitment to forms of tourism which have historically proven to be disastrous in other parts of the world.

Practicality of Stakeholder Participation

The tourism industry can easily be visualised as a fragmented compendium of small and medium sized businesses, providing a wide spectrum of services for an even wider range of customer motivations, and operating within a socio-cultural environment of extremely diverse interests. It is clear, therefore, that a similarly disparate range of attitudes may well exist towards future tourism development - what appears appropriate to the Disney Corporation need not necessarily appeal to a rural farm stay proprietor, and a concept which is strongly supported by one section of the community could be equally offensive to another. It has therefore been frequently suggested that a wide range of opinion must be canvassed prior to implementation of a development decision process.

In an early attempt to identify legitimate stakeholder opinion groupings, Gunn (1988) highlighted the role of four key players - the tourist, the tourism developer, government planning and control agencies, and the local populace. Although arguably simplistic, Gunn's taxonomy can be acknowledged as an appropriate first step towards an enhanced identification of involved parties. However, this review has previously argued that it is realistic to anticipate and accept that multiple perspectives may result in low opinion unanimity within and between stakeholder groups, and has proposed an overall perspective of tourism as a composite system which is duty bound to take these views into account - Figure 8 therefore identifies a range of parties to be consulted during all stages of the tourism planning process.

Fig. 8 : Stakeholder Groups for Consultation	
* Visitation	- existing visitor groups
* Tourism Industry	- tourism operators - national and regional tourism organisations
* Governmental	- national, regional and local government - government departments with links to tourism
* Community	- non-tourism business practitioners - local community groups - indigenous people's groups - ordinary local residents

It is recognised that these broad groupings of stakeholder interest can realistically represent guideline categories only, as site specific influences can mediate the nature and relative importance of each group. However, the literature has identified specific considerations which are commonly critical in respect of each identified category.

Page & Getz (1997) have commented that issues relating to existing visitor market segments are the least researched and understood process in rural tourism, whilst Winter (1987) identifies the characteristics, attitudes and expectations of visitors as a clear 'missing link' in the impacts literature. Indeed, most of the academic work which does exist has been exploratory in nature and has concentrated on efforts to determine an underlying typology of tourists.

As early as 1972, Cohen had postulated that the type of tourist attracted to an area would change as the destination developed, a proposition which anticipates and predates the evolutionary process of destinations identified by Butler (1980). In Cohen's view, visitor group motivations, demographics, and behaviours would alter in tandem with destination development, and in line with a general deterioration in levels of visitor sophistication. A similar approach was taken by Smith (1977), and these comparable views of tourist evolution are contrasted in Figure 9.

Fig. 9 : The Destination Life Cycle and Tourist Typologies. (after Butler, 1980; Cohen, 1972; Smith, 1977).

<u>Butler's Destination</u>	<u>Cohen's Tourist</u>	<u>Smith's Tourist</u>
Exploration	Drifter	Explorer
Involvement	Explorer	Elite Off-beat
Development	Individual Mass	Unusual Incipient Mass
Consolidation Stagnation	Organised Mass	Mass Charter

Subsequent literature reveals that these early observations have been progressed to a relatively minor degree only. Though attention has been paid to aspects of tourist motivation and behaviour (Smith, 1995), this has usually been restricted to demographic characteristics (Bramwell, 1993), economic behaviour (New Zealand Tourism Board, 1997), or a psychographically based classification of visitors (Lawson et al 1997). Consideration of the interplay between tourist and resident has been extremely limited, despite some evidence to suggest that visitor type can impact substantially on the attitudes and behaviours of resident populations (Liu & Var, 1986; Ross, 1992).

As a sustainable tourism strategy is likely to predicate slow and steady growth from a relatively low volume base of existing visitation, it is essential that any such strategy incorporates a reasonably definitive picture of who these visitors are, what motivates their visitation, and what destinational aspects attract them to visit - in other words, an effective community planning process will necessarily incorporate participation by representatives of the existing visitor market segments. However, despite ready

recognition of visitor needs as a vital element in the development of optimum host/guest relationships, instances of visitor representation on a tourism strategy formulation team are extremely limited.

In terms of government participation in tourism development, Elliot (1997) has commented that involvement can be measured in two ways - the extent and nature of allocated statutory responsibilities, and the methods used by the public sector to discharge these responsibilities. Previous researchers (e.g. Long, 1994; Marcoullier, 1997) have addressed this issue through secondary data review, revealing three critical aspects of government participation which require interpretative comment.

Firstly, it is necessary to establish the locus of planning responsibility and power within a continuum which includes national government (Britton, 1977), regional or provincial administrations (Dowling, 1993a), and local body activities (Dymond, 1997, Kearsley, 1997). Despite a popular image of bureaucratic inefficiency, the various levels of government agency are generally recognised as best equipped to administer the tourism planning process - particularly when their comprehensive organisational structure is contrasted with the factional and fragmented nature of the tourism industry itself. In this context, however, the distribution of planning responsibility between levels of government can be infinitely variable, whilst materially affecting an ability to realise full stakeholder participation in any specific planning process.

Secondly, it is necessary to assess the degree to which institutional planners accept and discharge the responsibilities delegated to them. At any level of government, the bureaucracy will include both elected politicians and appointed officials, each of whom brings an individual perspective to the planning issues their position requires them to confront, and some authors have noted a clear predisposition towards further delegation of the tourism planning function. (e.g. P.L. Pearce, 1990; Dredge & Moore, 1992). The extent to which responsibility is discharged, delegated or shared will clearly impact on the resulting planning process, and subsequently on the degree to which ensuing strategies can command institutional and community support.

Finally, it is necessary to recognise variation in the communications structures which exist between governing bodies and the communities they serve. Keogh's (1990) examination of the public consultation process during the early stages of a proposed tourism project suggests that governments can (deliberately or involuntarily) influence the planning process through selective public release of partial data only. Keogh comments that a higher quantity and quality of information can facilitate more positive resident attitudes, but notes that this ideal is seldom achieved in practice - as a result, both parties are subsequently disadvantaged, with an inadequate briefing for citizens and a missed opportunity for institutional planners to discover the major issues that concern residents.

It is perhaps unsurprising then that some authors have viewed community driven tourism planning as an idealistic proposition with little chance of effective implementation. Haukland's (1984) study of the introduction of tourism in a 'doomsday' situation notes that, whilst initial resident attitudes have been encouraging, a number of practical barriers to full participation have become apparent. Haukland also acknowledges that resident support could be subject to future evaporation according to the cycles proposed by Doxey (1975) and Butler (1980), whilst both MacEochaidh (1994) and Addison (1996) cite a range of problems related to the serious lack of business skills amongst a local community population unaccustomed to entrepreneurial activity.

MacEochaidh's comments recall the barriers to community participation identified by both Woodley (1993) and Gilbert (1993) - the existence of multiple interest levels amongst the community (from strong support to total apathy), a lack of industry knowledge to support informed comment, a mistrust of participation by external experts, and an inadequacy of access to development funds and tourism industry expertise. There appears then to be at least some possibility that writers like Taylor (1995) are correct when they say that the community objective is an impossible dream.

Despite the relatively well established status of community planning theory, specific examples of community involvement are difficult to locate - a review of the major planning models with claims to a community orientation (e.g. Inskip, 1991; Dredge &

Moore, 1992; Long & Nuckolls, 1994) reveals that each has an element of community involvement, but that levels of participation appear to be minor in the extreme. The major input from communities is restricted to critical comment on the appropriateness of the solution selected by institutional planners, and in this respect it is possible to recognise that community *consultation* is present in many cases - however, community *participation* is a much rarer commodity.

Even in the few cases where resident opinion is actively sought in the early stages, fatal weaknesses appear elsewhere in the process. For example, Ritchie (1993) carefully outlines the methods used to derive a community led vision for the city of Calgary, and offers detailed guidance on how communities should go about foundation planning for long term tourism development. However, his point is rather negated by a vision which was determined through the participation of exactly 18 local citizens drawn from an urban population of almost one million people.

In addition, on other occasions where genuine community participation has featured, practical difficulties have resulted in unsatisfactory outcomes, with the theoretically co-operative process being characterised by an overwhelming stakeholder inability to agree (Williams et al, 1998). In these circumstances, it is quite feasible to conclude, as do Middleton & Hawkins (1998), that community participation in a tourism planning process may lead to no better quality of decision making than public or private sector dominance.

Although the theories of community stakeholder participation in planning appear to offer much in the way of a valid alternative, many of the practical instances of claimed citizen participation prove to be illusory under closer examination (Lang, 1988). The bulk of planning responsibility continues to rest with local authorities, who commonly adopt a cursory interpretation of what is meant by stakeholder involvement - in a typical planning scenario, the local community is consulted minimally, at the end of the process, and solely through the restrictive medium of formal public meetings. Under these circumstances, the outcome is often a professional regional planner's prescription for the future, rather than a consensus which reflects the views of all affected parties - as Dowling (1993b) has suggested, communities seldom get the opportunity to say "No".

Practicality of Strategic Planning for Tourism

Whilst Getz's "boosterism" approach has, to a large extent, been dismissed as unsustainable by the academic community, the remaining three options survive within Hall's advocacy of a synthesised formula for broadly-based, holistic, and sustainable tourism planning (Hall, 1995). The economic approach offers positive guidance through its focus on tourism's financial benefits, the physical/spatial approach through its incorporation of professional planning expertise and ecological protection issues, and the community approach through its insistence on multi-stakeholder participation as a key aspect of sustainability.

However, Tosun & Jenkins (1998) have evaluated the evolution of tourism planning from a different perspective. Whilst agreeing the positive potential offered by the previously identified planning principles, these authors argue that the reality of regional tourism planning is radically different from Hall's theoretical best practice. Tosun & Jenkins note, and condemn, the fact that many modern tourism plans are the work of first world multi-national consultants, using unvaried methods to augment their own consultancy reputations at the expense of subject region aspirations, and argue that this frequently encountered approach offers little in the way of long term sustainability for regional tourism development. The important lesson to heed is that the mere existence of a formal planning process is not in itself an adequate guarantee of planning effectiveness.

In this context, the literature offers considerable comment to the effect that the logic and apparent feasibility of sustainable tourism planning can encounter practical difficulties related to field implementation. Whilst the sustainable approach embraces a need for broadly based consideration of negative impacts, including those of an ecological and socio-cultural nature, Western political systems continue to regard improved economic performance as an automatically dominant national goal, a sacred cow which cannot and must not be challenged (Hall, 2000). This devotion to economic growth as a driving force for development is invariably reflected in central government policy, and the evolution of tourism in a specific region must to some extent reflect the espoused policies of the current administration - if central government policy has nominated

tourism as a leading component of the nation's economic portfolio, then lower levels of government will inevitably be predisposed towards this philosophy.

For example, central governments can often become actively involved in tourism planning and development, claiming the necessity of corrective intervention as a result of market failure acting against the public interest (Hall, 2000). Involvement of this nature can result in the creation of centrally generated funding for infrastructural development or external promotion and, as a consequence, may substantially affect prior levels of stakeholder equity in tourism development - access to funding can result in unequal levels of influence over the decision making process, and what is reputed to be the planning of tourism can become indistinguishable from the marketing and promotion of tourism (Pigram 1990).

If governments are committed to an external promotion strategy, elements of marketing theory will tend to occupy centre stage in tourism policy formulation, to the extent that such policy may be subsumed by the promotional function - broadly based long term goals may be overtaken by short term economic objectives, a circumstance which Hall (2000) describes as a clear threat to sustainability. In these circumstances, there is a strong case to be made for the contention that strategic tourism planning does not actually happen in practice (Middleton & Hawkins, 1998), though the literature assigns culpability for such failure to a variety of sources.

Hall (2000) suggests that the lack of a single institutional agency responsible for planning, primarily due to the fragmented nature of the tourism industry, results in central government adoption of the task in the public interest, and a planning approach which is often reactive and consequently ad hoc. Middleton & Hawkins (1998) place the blame at a lower level, highlighting the contrast in attitudes between a local public sector, with the resources and authority to plan but without the will, expertise or necessary information; and a tourism industry which commonly shuns the long term sustainability view in favour of a short term profit imperative.

No matter where responsibility may lie, it has been suggested that appropriate planning policies and procedures may be conspicuously absent at both national (Ryan, 1997b)

and regional/local (Pigram, 1993) levels. Although appropriate planning has been advocated as the only means by which the multi-faceted nature of tourism can be harnessed and controlled (Taylor, 1996), it is argued that planning for a destination region is considerably more difficult than its equivalent in the world of the corporate board room.

In peripheral regions in particular, planning processes are likely to reflect conflict rather than consensus, and may be conducted within a milieu where the local government sector has a disproportionate influence and degree of power. In contrast, the tourism industry representatives may frequently be fragmented and disunited, with a common lack of management expertise leading to a short term tactical focus in conflict with local government's strategic values, and local resident involvement may be hampered by a critical lack of negotiation and conciliation experience.

Whilst acknowledging the difficulties which may emerge in this context, identification of a workable long-term planning philosophy for tourism remains a critically important objective, and one which is closely linked to ambitions for sustainable development. According to Stoner et al (1985), strategic planning theory offers a flexible and logical approach to fundamental and basic questions relating to the future, whilst establishing a long term framework in which more detailed planning can occur - it proactively introduces coherence to the overall development effort, and contributes to regional survival, growth, and resource management. In other words, it is an intuitively attractive prescription for sustainability in future development efforts, and one which is worthy of further investigation.

Summary

Overall, the literature reveals both optimistic and pessimistic perspectives in terms of the practicality of three critical concepts - sustainable tourism development, stakeholder participation in the development process, and strategic planning as an appropriate linkage factor. Whilst each of the three enjoys substantial academic support and endorsement, the absence of any authoritative studies has resulted in an unresolved gap between intellectually derived theory and empirically proven construct. Thus, though

the desirability of these concepts is widely assumed in the literature, it has not been possible to assess their efficacy in a real life situation.

Whilst the strategic planning approach outlined in this section is intuitively attractive, in terms of its apparent relevance to principles of sustainable development, the extent of its practical utility in real world situations has yet to be established. In addition, whilst stakeholder involvement in strategic planning is thought to contribute to planning effectiveness, effective planning to enhanced stakeholder support, and stakeholder support to augmented eventual sustainability, there is a clear lack of evidence to justify any of these conclusions. The following section of this review translates this knowledge gap into a series of specific research objectives, designed to provide a foundation from which the research presented in this thesis has been conducted.

2.6 Research Foundations

There is considerable support in the literature for the potential of multiple stakeholder involvement, within a formal strategic planning process, as a valuable contributor to the ultimate sustainability of tourism development. However, though the three concepts of stakeholder participation, strategic planning, and sustainable development are individually well supported, an absence of definitive empirical data has resulted in a lack of evidence to support their adoption as practical management responses. As a first step towards remedying this situation, it is valuable to identify those contributing concepts which have been clearly established, and which can therefore serve as an appropriate foundation for further research.

The Known and the Unknown

Dann et al (1988) have described the tourism literature as a collection of theoretical musings, anecdotal description, and data analysis without underlying theory. Despite their negative nature, these comments have considerable validity, specifically in respect of planning for sustainable tourism.

The evolutionary nature of tourism research has been a prominent issue over the past forty years, and the emergence of conflicting perspectives has been a frequent result of

this evolution - whether due to the industry's complex nature, or perhaps because of its relative infancy, research to date has failed to provide an agreed portfolio of clearly established and empirically verified facts relating to tourism and its component concepts. Recognising the value of a firm base for future research activity, and lacking a definitive and undisputed body of knowledge, it is necessary to establish a series of statements which are strongly supported, if not proven, in the literature. In this respect, critical aspects have been extracted from previous sections of this review to create the framework of assumptions shown in Figure 10.



If these assumptions can be read as a resume of what is known about sustainable tourism planning, they also establish the foundations for a number of unresolved conflicts. Although there is general consensus that multiple stakeholder participation in the determination of a long term model of tourism development is an essential contributor to ultimate sustainability, this agreement is primarily founded on supposition - consistent advocacy of maximum community participation, integrated holistic planning, and sustainable tourism development has evolved in the absence of established and proven linkages within and between these components. As a result, the

accepted positive relationship between the concepts is tenuous, and predicated on a series of dubious propositions.

Firstly, there is considerable doubt as to whether a community driven strategic planning model can actually be implemented in a practical sense, for it is suggested that there will be a plethora of conflicting opinion amongst stakeholder groups in any given area, and that the difficulties of reconciliation involved may be potentially insurmountable. Secondly, it is a bold assumption to conclude that any strategy which emerges from a community based decision process will necessarily enjoy enhanced endorsement from affected stakeholders - in other words, that a community generated strategic plan will automatically generate a higher level of broadly based support than one which originates from more traditional sources. Thirdly, it is assumed that improved levels of resident approval will make a significant contribution to the ultimate sustainability of local area tourism development - though resolution of this final issue lies beyond the ambitions of the current research, it is suggested that such an assumption may be frail in the extreme.

These three assumptions are indicative of an underlying weakness which appears in much of the relevant literature - as Pigram (1990) has argued, the concept of sustainable tourism is full of potential, but lacks a practical dimension to the extent that it threatens to disintegrate into irrelevancy. In this respect, the resolution of the first two concerns expressed above would seem to offer a useful contribution to the knowledge base. If community based strategic planning can be established as a feasible and practical proposition, and if such an approach can be shown to positively associate with enhanced resident support, a considerable advance will have been made in terms of verifying the central tenets of tourism planning theory. In addition, though by no means conclusive, some support will have been offered for the proposition that local stakeholder support levels may be a valid indicator of eventual sustainability in future tourism development.

Research Objectives

The research described in this thesis begins with an underlying foundation statement, established as desirable through a synthesis of key literature, and already introduced in a previous section (see p. 43). The statement is repeated overleaf for convenience.

Appropriate planning processes for regional tourism development will be founded on the twin concepts of multiple stakeholder participation and strategic orientation. Incorporation of these elements into the planning process will lead to substantially improved levels of local resident support for the plan which subsequently ensues.

This statement proposes that intensive stakeholder involvement in a conventional strategic planning process will result in the generation of a tourism planning document that will enjoy enhanced levels of local resident support. The research described in this thesis is conceptualised as an evaluation of the validity of this contention, and can be expressed in terms of the broad research goal, and supporting research objectives, shown in Figure 11 below.



The research conducted to address the above goal and objectives has been conducted in New Zealand, a country whose tourism industry is minuscule by world standards, but highly significant to the economy of a small and peripheral Western democracy. Thus, though in some ways atypical of tourism destinations world-wide, the country possesses a political system similar to that of many first world destination countries, and a tourism

industry which functions according to conventional Western management precepts. As such, though the results of this investigation are inevitably influenced by site specific factors, to the extent that they cannot be automatically generalised, it is argued that attention to the objectives above makes a significant contribution to our knowledge of strategic planning for tourism in a sub-national context.

Summary

This part of the review has drawn together the disparate threads of previous sections to present a set of foundation assumptions on which subsequent research designs can be justifiably based. In arguing that a community based strategic planning model will result in enhanced local stakeholder support for the resulting tourism strategy, the overall goal of research has been expressed in terms of five specific research objectives.

Whilst acknowledging the limitations inherent in a research design which is restricted to one national tourism environment, it is argued that the nature of answers to these questions provides a strong justification for additional work to establish the validity of findings in alternate settings. If the strength of community participation and strategic orientation can be shown to correlate with subsequent levels of stakeholder support, such support levels can be more accurately anticipated in advance of the implementation of a tourism planning process. The practical value of such a facility will be considerable for those concerned with the orderly development of sub-national tourism initiatives.

3. EVOLUTION OF TOURISM POLICY AND PLANNING STRUCTURES IN NEW ZEALAND

Fig. 12 : Chapter Three Objectives and Methods		
Chapter	Research Objective	Methods
Chapter 3 : Evolution of Tourism Policy and Planning Structures in New Zealand	Describe the structural arrangements that have been established to guide tourism planning activities in New Zealand.	Secondary data review
	↓ ↓ ↓	
Chapter 4 : Tourism Planning in New Zealand : Institutional Attitudes and Behaviours	Ascertain the methods used by national, regional, and local agencies to determine tourism development strategies at a national, regional and local level.	Personal Interviews Mail Surveys
	↓ ↓ ↓	
Chapter 5 : Development and Application of a Planning Process Assessment Instrument	Evaluate the extent to which sub-national tourism development strategies incorporate the principles of stakeholder participation and strategic orientation.	Design and application of quantitative scale
	↓ ↓ ↓	
Chapter 6 : Local Resident Evaluation of Tourism Strategies	Establish quantitative levels of local resident support for a cross-section sample of sub-national tourism development strategies.	Mail Surveys
	↓ ↓ ↓	
Chapter 7 : Planning Process Quality and Local Resident Evaluations	Evaluate the implications of stakeholder participation and strategic orientation in terms of subsequent levels of local resident support for sub-national tourism development strategies.	Statistical Analysis

The research described in this thesis begins with a review of the extent to which New Zealand government tourism policy incorporates a developmental planning requirement, and with an identification of those aspects of planning activity which are mandated by statutory legislation. Subsequent sections of the chapter describe the tourism policy and planning environment at both national and sub-national levels, before the presentation of discussion and conclusion sections to pave the way for subsequent research activity. In pursuit of this objective, Chapter Three uses a secondary data search approach to address the specific key tasks shown overleaf.

3.1 Key Tasks

- * Establish the nature and extent of national level government tourism policy
- * Describe the relevant legislation which influences future tourism development
- * Establish the nature of planning responsibilities incorporated in legislation
- * Identify the institutional participants at all levels of planning for tourism
- * Establish the statutory responsibilities for planning assigned to each participant

3.2 Methodology

This initial programme of data collection required the conduct of a secondary data search to review commentary on the New Zealand system of government, to identify the institutional agencies involved with tourism planning, and to examine the provisions of statutory legislation in terms of future tourism development. Investigations were based on a series of published works which describe the evolution of central government structures since New Zealand's independent statehood in 1948, and were supported by an examination of historical data pertaining to both governmental systems and tourism industry structure.

Fig 13 : New Zealand Tourism Policy and Planning - Information Sources

- * Bush (1995). *Local government & politics in New Zealand*.
- * Collier (1994). *Principles of tourism* (3rd edition).
- * Coughlan and Kearsley (1990). *Selling southern landscapes*.
- * Hall, Jenkins and Kearsley (1997). *Tourism planning & policy in Australia & New Zealand*.
- * Hammond, Morris and Willis (1997). *Local government in New Zealand*.
- * Howell, McDermott and Forgie (1995). *Governance & management in N.Z. local government*.
- * McKinlay (1994 & 1998) *Local government reform*.
- * Morrison (1999). *Tourism & government*.
- * NZLGA (N.Z. Local Government Association) (1993). *Local government forum on tourism*.
- * New Zealand Tourist & Publicity Department (1989). *Tourism 2000 conference proceedings*.
- * Page and Thorn (1998). *Sustainable tourism development & planning in New Zealand*.
- * Pearce (1992). *Tourist organisations*.

As a result of this foundation activity, the central salience of four statutes (Acts of Parliament) was identified, and these components of legislation were examined to identify specific clauses which significantly impact on the distribution of responsibility

for tourism policy and planning - the statutes referred to are the Local Government Act, 1974; Conservation Act, 1987; New Zealand Tourism Board Act, 1991; and the Resource Management Act, 1991. A summarised presentation of data sources is shown in Figure 13, and full bibliographic details are incorporated in the references section of the thesis.

3.3 Results

New Zealand is governed through a democratic process which distributes political power through a three tier system of national, regional, and territorial (local) government. This section firstly describes the political system at a national level, before examining the historical development of central government tourism policy from 1989 until the present day, and continues with a description of legislative planning responsibility at the national level of administration ⁽¹⁾. Subsequent paragraphs then profile the institutional agencies who occupy the lower levels of New Zealand's system of government, before examining the ways in which specific statutory provisions require these agencies to address tourism development issues.

National Level System of Government

New Zealand became an independent sovereign state in 1948, though it has chosen to retain historical links with its previous colonial heritage through continuing active membership of the British Commonwealth of Nations. As such, the nominal head of state is Queen Elizabeth II, represented in New Zealand by a resident governor-general, whose role is complementary to the country's self-governing status and whose functions are primarily symbolic and ceremonial. The true powers of governance in New Zealand lie with a Westminster-based system of parliamentary democracy.

During the first 50 years of its independent statehood, New Zealand had utilised a simple 'first past the post' electoral system, extending a universal franchise to all residents over the age of 18 years and delivering 80 locally elected members to a unicameral (single chamber) parliament. In an environment dominated by two major

⁽¹⁾ An expanded version of national level responsibilities for tourism policy and planning in New Zealand has been submitted for publication to the refereed journal *Pacific Tourism Review*, and is currently (20 September 2001) undergoing the peer review process. See Appendix A for full biographical reference.

political blocs - the traditionally right-of-centre National Party and the correspondingly left-leaning Labour Party - a single chamber parliament and the absence of a written constitution had resulted in considerable power for the ruling party and a consequent centralisation of authority. As a result, the National Party governments which monopolised political life between 1948 and 1984 were able to build a highly regulated and heavily protected economy in which devolution of political responsibility was rare.

Substantial changes in the political arena resulted from the actions of a two term Labour government of 1984-1990, which used a nominally left wing mandate to introduce a legislative programme based on the contemporary far right political theories now known as Reaganomics or Thatcherism - the New Zealand version is commonly referred to as 'Rogernomics', after the then Minister of Finance, the Hon. Roger Douglas. The twin thrusts of these policy initiatives were a progressive acceptance of market forces as a guiding philosophy for national development, and a consequent programme of privatisation directed at state-owned assets and activities. Despite the Labour Party's 1990 electoral defeat, the National governments which ruled for the ensuing nine years continued to implement these policies with enthusiasm, and the resulting dilution of centralised authority has since extended to the nature of the electoral system itself.

A national referendum held in 1993 resulted in the adoption of a Mixed Member Proportional (MMP) electoral system, loosely based on the (West) German model. Residents may still exercise their democratic rights and responsibilities through general elections at three year intervals, returning 65 candidates to parliament as party-affiliated representatives of specific geographical constituencies - however, a further 55 members of parliament (the 'list' MPs) are elected on the basis of nation-wide voter support for political parties rather than individual candidates. A new-found viability for a range of minor parties has resulted, and the two elections since electoral reform have necessitated the formation of two-party coalitions to establish a working parliamentary majority.

Under the current electoral system, the ruling coalition elects a Prime Minister as chief executive officer, and specific sectoral responsibilities are allocated to a parliamentary Cabinet of approximately 20 Ministers of the Crown. The present Government is a

Labour led centre-left coalition, headed by Prime Minister Helen Clark, and Cabinet's tourism portfolio is held by Mark Burton in his capacity as Minister for Tourism.

Evolution of Tourism Policy

Remarkably, given its physical distance from the central focus of world-wide tourism, New Zealand was, in 1901, the first country to establish a National Tourism Organisation (Collier, 1994). Since that time, successive administrations' approach to tourism as a component of the national economy have displayed considerable inconsistency, and regular restructuring of central government involvement with the sector has seemed at times to take on the mantle of a national pastime. However, as part of its comprehensive review of the philosophy of governance, the 1984-1990 Labour government instigated a series of structural changes which have survived almost unscathed until the present day.

The incoming government of 1984 inherited a substantial and centralised tourism establishment which was not only charged with tourism development but also with the production of more general media publicity for the country. The Tourist and Publicity Department, as it was then known, had a staff of 530 (Pearce, 1992) and operated within a strong tradition of direct government participation in tourist operations - not only were the national airline and railroad system publicly owned, but central government also maintained a chain of resort hotels (the Tourist Hotel Corporation) and a series of overseas-located visitor information offices (the Government Tourist Bureaux) which in many cases functioned as full service travel agencies.

Such a situation was unacceptable to a Labour Party which was increasingly displaying its free market convictions, and it was inevitable that a major reconstruction of national tourism policy would occur. As such, the government progressively divested itself of all active involvement in tourism operations, through the sale or privatisation of Air New Zealand, New Zealand Railways, the Tourist Hotel Corporation, and the Government Tourist Bureaux, and concurrently initiated what has been described as the genesis of current institutional arrangements - the landmark Tourism 2000 Conference of 1989 (Coughlan & Kearsley, 1990; Collier, 1994).

Convened by the then Minister of Tourism, Jonathan Hunt, Tourism 2000 assembled more than 400 delegates, representing a wide range of stakeholder groupings, to consider whether the historical approach to tourism planning and development offered an appropriate framework for the last decade of the 20th century. As a result of recommendations established by conference resolution, and subsequent action taken by both Labour and National Ministers, the foundations of today's central government approach to tourism policy were irrevocably established.

Fig 14 : Tourism 2000 Conference Recommendations

- * Establish a target of 3 million international visitors, to be achieved by the year 2000.
- * Establish a joint public and private sector body to market New Zealand as an international visitor destination.
- * Establish higher levels of co-operation between industry participants to allow better co-ordination of a national marketing effort.

Source : New Zealand Tourist & Publicity Department, 1989.

Although the incumbent Minister would only partially adopt these recommendations, the newly elected National government of 1991 continued with the reforms instigated by its Labour predecessors, and the two years succeeding Tourism 2000 saw rapid and radical change in the structure of central government tourism administration.

In 1990, the Tourist and Publicity Department was renamed the New Zealand Tourism Department, stripped of its publicity responsibilities, and given a redefined mission to “develop and market New Zealand as a tourism destination where this is beyond the interests of the private sector”. (Pearce, 1992:167). The Department's focus was to be on the foreign exchange and job creation benefits of increased tourism, and economic considerations were therefore established as central to its founding philosophy.

At the same time, a sixty member Tourism Forum was established as an advisory group to the Tourism Department, and was structured to include broad spectrum representation from the tourism industry and from regional and territorial government interests. Though the Forum had no decision making power or responsibility, it was intended to be an authoritative watchdog group which would act as a communications link between the public and private sectors on strategically important tourism issues.

An eight member Tourism Strategic Marketing Group (TSMG) was established as a third member of the tourism policy triumvirate, with its membership drawn from the handful of tourism operators who could be considered major players in the industry at that time. Whilst it was readily acknowledged that TSMG members would be at least partially motivated by commercial self interest, the group's function was to facilitate the co-ordination of hitherto fragmented marketing efforts, in the interests of presenting a united front to distant visitor markets.

In 1991, finally implementing a major Tourism 2000 recommendation, the new National government's Minister of Tourism, John Banks, legislated for the establishment of the New Zealand Tourism Board and for the dissolution of the Tourism Forum and TSMG. Minister Banks predicted that the tourism industry would henceforth be a key element in New Zealand's economic portfolio, and this perspective is clearly signalled in the Board's founding mission "to ensure that New Zealand is developed and marketed as a competitive tourism destination to maximise the long term benefits to New Zealand" (New Zealand Tourism Board Act, 1991, s.6).

Creation of the Tourism Board as a new marketing authority for international tourism was accompanied by a further restructuring of the Tourism Department, the latter being radically scaled down and reconstituted as a small Ministry within the much larger Ministry of Commerce - the new policy unit was allocated just eleven full time staff (Page & Thorn, 1998). Central government had therefore established a clear distinction between issues of policy and issues of management in terms of tourism development, with a public sector Ministry charged with the former responsibility, and an essentially private sector Tourism Board bulk funded by central government to deliver the management function.

The years from 1991 until the present have seen a progressive deterioration in the status of tourism policy advice, and the balance of power between public governance and private management has become correspondingly lopsided. In 1995, the Ministry of Tourism was once more restructured, this time as a new Tourism Policy Group, still within the Ministry of Commerce but with staffing reduced from eleven to seven and

seriously lacking the resources to fulfil the objectives with which the 1991 Ministry was originally charged (Page & Thorn, 1998).

Finally, in 1998, yet another reconfiguration of tourism policy was effected through the establishment of an Office for Tourism and Sport (OTSp), to replace the Tourism Policy Group and to adopt the additional responsibility of advising the government on sport, leisure and recreation policy for New Zealanders. Though the new office has a slightly larger staff of nine, it is perhaps indicative of current central government attitudes that nine public servants are responsible for counselling the future directions of both the country's largest export industry and what is arguably its consuming national obsession.

The cumulative effects of the past ten years of reform have been substantial. During that time, a well-established institutional structure for tourism policy determination has been progressively dismantled, and the broadly based concerns of a centralised public sector establishment replaced by increasing adherence to a demand-driven and industry led marketing approach. The implications of these changes are further discussed in the paragraphs which follow.

Tourism Policy Responsibilities

Central Government's overall responsibility for management of the national economy is an integral part of the democratic process, and is a principle which extends beyond democracies to infuse many alternative forms of government. According to this philosophy, central government retains the ultimate responsibility for the success or failure of all aspects of national performance, and additionally incurs a substantial measure of contingent liability in respect of what lower levels of government choose to do or not to do. In turn, the extent to which central government chooses to directly involve itself with aspects of administration, or conversely to delegate to lower levels of governance, is a function of political philosophies which can range along a continuum from 'command and control' at one extreme to virtual 'laissez-faire' at the other.

As previous comment has indicated, New Zealand's historically well-entrenched command and control philosophy has been latterly eroded by the New Right approach which places its faith in market forces as the most appropriate determinant of economic

direction. Thus, more recent central government attitudes to tourism have employed a division of responsibility approach, with the OTSp directed to supply strategic policy advice to an appointed Minister of Tourism, and the New Zealand Tourism Board charged with implementation of the Minister's responses to that advice.

The OTSp is a political, rather than a legislative, creation, and draws both its authority and responsibility from current central government policy. In common with policy advice units throughout the governmental establishment, the OTSp's relationship with its Minister can be seen in terms of a two way dialogue. In one sense, it exists to proactively advise the Minister on future directions for New Zealand tourism, whilst it also has a complementary and reactive responsibility to comment on the advisability and practicality of previously articulated government policies. The latter perspective is particularly important in the present circumstances, where a newly elected government's tourism policies are significantly different from those of its predecessor, and the OTSp's interpretation of what is meant by its generic function to 'advise the government' could significantly impact on the nature of policy directions subsequently adopted.

In contrast to the OTSp's political mandate to mould and reflect central government policy, the New Zealand Tourism Board draws a statutory authority from the New Zealand Tourism Board Act, 1991. This remarkably simple piece of legislation contains only 21 clauses in its 15 pages of text, and is primarily concerned with procedural issues such as the establishment of the Board as a body corporate, the election of Board Members, and the conduct of meetings. Specification of what the Board is required to do, and how it is expected to approach its task, is extremely limited.

However, section 6 establishes a central objective to ensure that "New Zealand is so marketed as a visitor destination as to maximise long term benefits to New Zealand" and, in section 7.2, this global objective is refined to establish two specific functions - firstly, to develop, implement, and promote strategies for tourism; and secondly, to advise the Government and the New Zealand tourism industry on matters relating to the development, implementation and promotion of these strategies.

In this context, whilst the Board is clearly obligated to prepare strategic plans for long term tourism development at a national level, and must also provide an annual statement of its intentions (s.8.1) and report on its activities (s.10.2), it is important to note that the Act expressly forbids it to exercise its authority in areas outside of its stated objectives or functions (s.5.2). In addition, section 8.2 clearly identifies its primary concern and focus as lying with both short and long term visitor numbers and total spending. In essence, the Board has been created as a marketing unit for destination New Zealand, and its success or otherwise is to be measured by the extent to which it is able to maximise the efficient and effective recruitment of ever larger numbers of international visitors to the country.

Statutory controls have also been adopted in relation to tourism activities on publicly owned lands which, as Page & Thorn (1998) have noted, comprise almost one third of New Zealand's total land area. Given a frequently cited national commitment to environmental conservation values, successive governments have claimed to attach a high priority to the maintenance of ecological integrity in Crown land - under the Conservation Act 1987, achievement of environmental protection goals for the national estate is the responsibility of central government's Department of Conservation (DoC).

By virtue of its empowering legislation, DoC is charged with the reconciliation of two potentially conflicting objectives - protection of Crown lands against unacceptable levels of environmental degradation, and simultaneous provision of appropriate recreational opportunities for visitors. The Conservation Act specifically requires the active promotion of both conservation and recreation values, though tourism is subtly distinguished from recreation, as a separate activity which is merely to be managed rather than promoted. However, the central relevance of National Parks to the tourism industry can be seen in an annual visitation level of more than four million people (Bignell, 1993).

The Conservation Act recognises the potential opportunities and threats represented by growing levels of visitation to publicly owned lands, and requires the interface between conservation and tourism to be managed through a framework of thirteen regional 'conservancies'. A long term Conservation Management Strategy (CMS) and shorter

term Conservation Management Plan (CMP) must be prepared for each Conservancy, with the primary goal of environmental protection taking precedence over a secondary ambition to allow maximum access for recreational purposes. A 1996 amendment to the Conservation Act regulates tourism activity on such lands, and requires prospective industry operators to seek a tourism concession from the Department. The grant of concessions will only be approved when the intended activity meets the requirements of both the CMS and CMP, and applications must also comply with the Resource Management Act (1991), a statute which is discussed in greater detail in a following section.

Sub-National Level System of Government

The most appropriate form of sub-national governance has been a contested concept in New Zealand since the country's elevation to independent nationhood. Prior to 1948, consistent levels of European migration had resulted in a rapidly evolving bicultural society, and in the proliferation of local level administrative bodies charged with the regulation of everything from ports and harbour usage to the discharge of storm water. Twentieth century history records a number of frustrated attempts to rationalise what had become a rampant bureaucracy, and the extent of ingrained inefficiencies can be seen in the achievements of a Local Government Act (1974) which managed to slash the number of local bodies to a little over 800 !

If the 1984-1990 Labour Government had instigated substantial changes in the nature of national level governance, its approach to local government was no less radical. In a series of amendments to the Local Government Act (1974), the existing 800 local bodies were progressively reduced to a mere 86 (McKinlay, 1998) and their purpose redefined to reflect a quasi-commercial model in line with the underlying philosophies of Rogernomics. The initial intention of these reforms was to establish a regional tier of government concerned solely with regulatory activity, supported by a local cohort of territorial local authorities responsible for the provision of services (McKinlay, 1994).

However, considerable local resistance to these proposals has resulted in a slightly amended version of the original philosophy - the 1974 Act (as currently amended) acknowledges both planning and regulatory functions for the twelve regional councils,

whilst 74 territorial administrations are required to combine planning and regulatory roles with their historically dominant service provision responsibilities. Summary statistics for all 86 sub-national authorities is included as Appendix B to this thesis⁽²⁾

Tourism Policy Responsibilities

Regional and territorial levels of government have a joint responsibility to implement and manage the national policies of central government as they specifically affect the territories which they administer. In this context, minimal guidance for councillors and managers can be found in the defining Local Government Act of 1974 - in this legislation, the objectives for local government were established by a 1992 amendment, and tend towards the abstract and philosophical in their approach rather than the specific and action-oriented. A more concrete interpretation of what local government does has been suggested by Bush (1995), and this author’s inventory of council activities has been placed alongside the more formal statutory objectives in Figure 15.

Fig. 15 : Objectives and Activities of Local Government	
Objectives	Activities
Recognise existence of different communities Recognise community identities and values Define and enforce appropriate rights within communities Enable communities to choose facilities and services Operate competitively neutral trading undertakings Deliver services and facilities for central government Enable effective citizen participation Efficiently and effectively discharge roles and responsibilities	Advocacy for the local community Community leadership and identity Planning Enhancing the local quality of life Responding to local level social needs Providing public goods and services Guardianship of the local environment Development and promotion of the area
Sources : Objectives - Local Government Amendment Act 1992; Activities - Bush (1995)	

Though Regional Councils owe their existence to the Local Government Act 1974 (as amended), and though their mandatory planning responsibilities originate with that legislation, their core activities are heavily influenced by another statute - the Resource Management Act, 1991. This innovative legislation has adopted a pioneering approach to land use planning, and represents a radical departure from the provisions of previous statutes. Preferring to concentrate on a development’s outcomes as opposed to its inputs, the RMA is relatively unconcerned with the specific land uses contained in any given

⁽²⁾ An expanded account of sub-national level responsibilities for tourism policy and planning in New Zealand has been submitted for publication to the refereed journal *Pacific Tourism Review*, and is currently (20 September 2001) undergoing the peer review process. See Appendix A for full biographical reference.

proposal; rather, its principal interests lie with the effects that the proposed development will have on those situational aspects which are thought to influence environmental quality. Thus, though RMA provisions are a legislative reflection of central government policy, it is also possible to discern a clear sympathy for the philosophies espoused in the WCED Report of 1987 .

The principal function of regional government is established by the Local Government Act 1974 (as amended), which requires regional councils to design and implement a strategy for the integrated sustainable management of the region as propounded by the RMA (Collier, 1994). Though there is little specific detail relating to how this function is to be realised in practice, it is clear that regional councils are therefore obligated to focus their attention on :

- * preservation of regional flora and fauna
- * management of natural resources - water, soil and coastal areas
- * maintenance of adequate civil defence provisions
- * regional transport planning
- * establishment of harbour regulations and maritime pollution control

Delegation of these responsibilities to territorial authorities is permitted at the discretion of individual regional councils, although an exception to this provision requires that the management of natural resources be retained at a regional level. In this respect, the RMA requires each regional council to prepare, at not more than ten year intervals, a comprehensive Regional Policy Statement, which must focus on the sustainable management of the region's physical resources on an inter-generational basis. In addition, preparation of a regional coastal plan is mandatory, though additional overall or sectoral strategies for the region remain optional under the legislation.

The central thrust of the legislation has been to establish regional councils as a moderating stratum of government, one which exists to monitor the implementation of central government policy at a regional and local level. The sector is therefore much more involved with regulation than with service delivery - in fact, direct involvement in service provision is actively discouraged by a provision of the Local Government

Amendment Act (1992) which states that a regional council “shall not carry out its works or perform its functions by using its own staff, unless it is satisfied that the advantages of this option for ratepayers clearly outweigh those of any other option” (McKinlay, 1994:31). Operational aspects of local government are clearly intended to be the province of Territorial Local Authorities (TLAs).

TLAs are designed to complement, rather than serve, the regional tier of government. Whilst the original intention was that they be restricted to the provision of local services for citizens, under the guidance of regional councils, this has proven unworkable in practice, and TLAs have thus incurred both regulatory and service delivery functions. Hammond, Morris & Willis (1997) have noted the following major activities of TLAs:

- * Regulatory - resource management, building plumbing and drainage inspection, civil defence, pollution and floral/faunal disease control
- * Democratic - Conduct of elections, public meetings and consultation, civic functions, sister city programmes
- * Utility Maintenance - Water supply, sewage disposal, rubbish collection, health inspection
- * Roding Maintenance - Footpaths, roads, signage, parking
- * Socio-cultural - Libraries, museums, parks, community centres
- * Other - Commercial activities, convention and meetings centres, administration, economic development.

In common with their regional counterparts, territorial authorities are also required to take a strategic view of their activities, through an RMA stipulation that each council produce a District Plan at intervals not exceeding ten years, such plan to be consistent with both national and regional policies. In addition, the Local Government Act requires that District Plans be augmented by a reporting cycle based on the production of both an Annual Plan and an Annual Report, and that these documents be made available for audit at central government’s discretion.

There are no statutory requirements, at either level of local government, which necessitate the inclusion of tourism as an element of long or short range planning

activities. However, although the element of compulsion is noticeably absent, a 1992 amendment to the Local Government Act permits regional councils to promote tourism, provided all associated TLAs agree to support a regional involvement (Gill, 1993). More specifically, section 593 of the Act allows the establishment of regional information bureaux and/or public relations offices, section 598 permits the promotion of community welfare, and section 601(1) provides for the encouragement of recreational facilities, amenities and programmes (Harland, 1993).

3.4 Discussion

The overall purpose of Chapter Three was to establish a contextual setting for the field work to follow, identifying the legal and political structures within which tourism planning in New Zealand is required to function. In particular, the chapter assessed the nature of central government involvement with tourism, reviewed the legislation which materially influences tourism development, and identified the sub-national institutions charged with implementation responsibility. Comment on each of these topics is included in the following paragraphs.

Central Government and Tourism Policy

In one sense, New Zealand's enviable record of political stability through much of the 20th century has been both its salvation and its downfall. By the end of the 1970s, the country was still stubbornly (and unrealistically) clinging to a historical model of national wealth and personal prosperity based on farming, and had become acclimatised to national governance by a series of highly interventionist and moderately right-wing administrations - New Zealand was an agricultural country, and was governed by a political party who clearly recognised the benefits of keeping the farming community happy. The resulting element of complacency, which had become prevalent in much of the interminable bureaucracy which permeated public life, was disrupted forever by the radical reforms of the 1984-1990 Labour government.

In 2001, it often seems as if many government institutions continue to struggle with the political and socio-cultural elements which have both precipitated radical change and resulted from it. Thus, the country has a flourishing tourism industry that vies with meat

and dairy products as the principal foreign exchange earner, but a level of government support and resourcing that is totally inadequate in relation to its economic value - there is ample rhetoric concerning the vital importance of tourism to the country, but a continued reluctance to provide funding at the level allocated to agriculture, forestry, horticulture, or other more 'respectable' industries. Consequently, national level tourism issues are entrusted to a Minister for Tourism who does not have a Ministry to support him, but is required to share a small bureaucratic advisory staff with the Minister for Sport - in September 2001, the current Minister is also required to hold the portfolios of internal affairs, defence, state-owned enterprises, and veterans' administration, and is arguably one of the most overworked of the country's senior politicians.

It is therefore easy to conclude that central government attitudes towards tourism have been rather less positive than are merited by the industry's value to the nation for, in the seventeen years since 1984, New Zealand's centralised tourism bureaucracy has been progressively dismantled from a high of more than 500 staff to its current status where policy and planning functions are entrusted to what is essentially a part-time secretariat. During this time, the industry has been subjected to an erratic programme of fluctuating and uncertain levels of central government support and, despite having had a national tourism organisation for more than one hundred years, it is only in the last few months that the country's first national tourism strategy has been prepared.

Despite the longevity of New Zealand's formally structured tourism establishment, the guiding hand of a definitive national policy framework has historically been lacking, and it remains to be seen whether the new Tourism Industry Association of New Zealand (TIANZ) national tourism strategy will result in any material change to that situation. In this context, the political realities of tourism in New Zealand are clearly indicated by the authorship of national tourism policy by a consortium of industry leaders rather than by any central government agency, and by the fact that this unusual state of affairs has taken place with government's official blessing - the OTSp has stated that national strategy determination is an appropriate responsibility for industry itself, and has formally endorsed the TIANZ work towards such a strategy.

Production of the TIANZ document undoubtedly signals a move of some magnitude towards improved co-ordination of national and local tourism initiatives, though it may be premature to assume that the strategic planning process will proceed to its eventual conclusion without some degree of intervening difficulty. From a positive perspective, the Minister has indicated his intention to work in partnership with the industry rather than control it, and has allocated a reasonable quantum of funding for strategy implementation; however, the mere existence of a formally documented plan, and a broadly based expression of approval for its content, does not necessarily equate to a strategy model that will automatically, efficiently, and effectively be implemented.

It is therefore with operational reality that the fate of TIANZ efforts ultimately rests - it may well be that the new strategy eventually becomes an effective blueprint for the long-term development of tourism in New Zealand, but it is also possible that the strategy formulation process may result in a document which is quietly allowed to gather dust on library shelves. In the meantime, national level tourism in New Zealand continues to develop in the absence of a unifying strategic framework, and in the presence of a central government establishment who appear content to primarily assist the development of a national tourism effort by words of praise and encouragement.

The Impact of Statutory Provision

The policies and actions of the 1984-1990 Labour government continue to reverberate throughout contemporary New Zealand society, and can easily be discerned in the letter and spirit of the legislation which emerged from that six year period. Specifically in terms of tourism, the principal issues to consider are (a) the formal embodiment of 'clean and green' principles within a statutory framework based on the Conservation Act, 1987 and the Resource Management Act, 1991; (b) the abandonment of government led tourism management, in favour of industry led tourism marketing, through the New Zealand Tourism Board Act, 1991; and (c) the consolidation of sub-national governance legislation through a code of major amendments to the Local Government Act, 1974.

Whilst the 'clean and green' mantra is immediately familiar to anyone with even the slightest knowledge of New Zealand tourism, it is easy to forget that the label is also

relevant for many other national endeavours, particularly those of a primary nature. In this respect, there is something of a synergistic relationship between tourism and the pastoral industries, in that tourism raises the country's profile in strongly competitive international markets for primary produce, whilst the rural imagery itself is an enormously beneficial addition to tourism's stable of marketing icons. It is therefore in everyone's interest to maintain the mantle of environmental purity which is often associated with New Zealand, and this perspective is clearly reflected in the legislation.

The Conservation Act of 1987 was the catalyst for the creation of the Department of Conservation, an agency which is today of paramount importance in the management of much of New Zealand's national tourism product. The Act charges DoC with a primary task of protecting publicly owned lands against unacceptable levels of environmental damage, a massive undertaking given the physical extent of the resources involved and the relentless threats posed by faunal and floral predators. The environmental protection imperative is clearly one which government perceives to be a public good issue and, even in these deregulatory times, one which merits direct central government control. However, the requirement for DoC to take a strategic perspective of its environmental protection duties is continually challenged by the twin threats of severe under-funding and relentless operational pressures, and it often appears as if the Department is barely keeping pace with the requirements imposed upon it. In these circumstances, it is all but inevitable that its secondary statutory objective, that of maximising the recreational use of public lands, will be relegated to a distinctly inferior status.

If DoC is mandated to strategically manage the publicly owned environment, the remaining two thirds of New Zealand is subject to the provisions of the well known and internationally admired Resource Management Act. Ten years after its passing into law, the RMA remains consistently controversial, and a common theme running through discussion of its attributes is that of undeniably good intentions versus serious practical limitations - the Act's concern with the long-term output effects of development rather than the short-term inputs is universally conceded as admirable by even the RMA's opponents, but it is the actual process of resource consent applications that can irritate, delay, and finally defeat all but the most persistent of developers. At the time of writing, for example, a locally well-supported housing development in the Coromandel

Peninsula has required a retrospective amendment to a conflicting piece of legislation (the Hauraki Gulf Marine Park Act) to overcome a properly lodged objection by an *iwi* grouping who do not appear to have any prior connections with the development site - in this particular instance, the legitimate *tangata whenua* of the area have indicated their support for the development proposal (Ansley, 2001).

Such are the dilemmas which tend to arise when genuine and well-meaning consultation takes place in the environmental arena. It is extraordinarily difficult to legislate for '98% agreement' on a development proposition - in most cases, governments must choose between a compulsive and dictatorial attitude, imposed upon people with little regard for their opinions and concerns; or alternatively to consult fully with all relevant stakeholders and accept the consequent side effects of slow and costly bureaucratic process. Perhaps the Coromandel case is extreme, in that the role and motivations of the dissenting stakeholders are arguable to say the least, but it serves as an excellent illustration of the twin pillars of RMA legislation - the predominance of environmental values over all other considerations, and the policy of delegating environmental decision making to the regional government sector.

In contrast to the protectionist attitudes of environmental law, the primary focus of the tourism legislation is demand rather than supply driven. The New Zealand Tourism Board Act, 1991 was responsible for the creation of a dedicated marketing agency for international visitation to New Zealand, thereby defining the country and its people as a marketable product which would henceforth be energetically advertised and promoted to world origin markets. Thus, there is an essential conflict between the broad goals set by these two streams of legislative provision - the environmental statutes are designed to protect New Zealand's resource heritage, and the tourism legislation to encourage as many international visitors as possible to experience the country's theoretically pristine environment. Given that these conflicting tasks are to be executed by three very different legal entities - DoC is a fully-fledged central government department, the regional council network a formally designated sub-national stratum of governance, and NZTB a legislatively created public/private partnership - the potential for either synergistic co-operation or destructive conflict is clearly apparent.

It is here that the third part of the legislative triumvirate becomes critically important. Though the major local government reforms, contained in various amendments to the 1974 Local Government Act, are now well established in terms of simplifying what was a complex body of law, undeniable weaknesses remain in the way that the new statute is structured. Though regional councils are formally charged with the integrated sustainable management of the environmental resources under their control, there is little guidance offered as to exactly how the sector is required to go about this task, and herein is the essence of both the local government legislation and the overall thrust of central government policy. Local government law is designed to identify those agencies responsible for the determination of various sub-national policy issues, but its provisions are deliberately framed in terms of what these agencies are **allowed** to do rather than what they are **required** to do. This approach raises some major concerns for the determination and implementation of tourism policy.

Tourism Planning and Institutional Responsibility

The past fifteen years have seen a rapid dismantling of what was once a highly centralised and tightly controlled New Zealand economy, to the extent that it is now one of the world's most free and unfettered (Hall, 1997). The dominant ethos is to 'let market forces decide', implying that governments will tend to facilitate rather than direct key economic activities. Thus, though the central administration retains an ultimate responsibility for economic success or failure, it is currently standard practice for policy development issues to be actively delegated wherever possible.

In the case of national level tourism, the OTSp is required to advise the Minister of Tourism on appropriate policy initiatives, the Minister is free to accept, modify, or decline that advice, and to subsequently communicate his views to a number of subsidiary agencies who are empowered (though not always compelled) to accept some degree of tourism policy responsibility. The fluid nature of this arrangement allows for a wide variety of permutations in terms of the actual policy decisions made.

For example, whilst the underlying nature and intent of the NZTB legislation has an obvious inhibiting effect on the activities of the agency it created, the Board's governance and executive have been free to take either a narrow or a broad view of

legislative provision. In practice, as it has become increasingly absorbed by its statutorily determined core function, the Board has perceptibly narrowed its focus to a point where the external marketing of New Zealand is all but the sole concern - whether by necessity or by design, NZTB's interest in tourism has tended to evaporate after the arrival of visitors and the estimation of their spending. In the researcher's opinion, this approach may be short-term effective but is almost certainly inadequate as a long-term strategy. A premise by which a marketing agency elects to effectively ignore its customers as soon as they have completed their purchase is surely without parallel in the marketing literature, and is a phenomenon which cannot be indefinitely sustainable.

In the meantime however, the responsibility for post-arrival care of international visitors tends to devolve to a network of alternative agencies. Although the Department of Conservation is understandably preoccupied with the mammoth task of protecting a substantial proportion of New Zealand's natural environment, its slim budget is also required to stretch to the promotion of conservation values and the encouragement of healthy outdoors activity for New Zealand citizens. These activities are most appropriately undertaken through the network of field offices at specific visitor sites, as this is where the impact-causing interface between visitor and environment occurs. At this level, the statutorily determined planning provisions become quite complex, as DoC conservancies are required to administer tourism concessions in the light of both long and short term conservancy management plans, and of the ubiquitous Resource Management Act. In effect, a complex set of statutory regulations for the control of visitor impacts on the environment are entrusted to a group of people with little prior experience with either the law or the visitor industry, a situation which would seem to allow a considerable potential for well-meaning error.

In terms of tourist activity on privately owned lands, the impacts and effects of the pioneering Resource Management Act are hugely dependent on the existence of an effective network of regulatory and service provision authorities, and this is the policy arena that regional and territorial councils were designed to occupy. The RMA requires regional councils to prepare, at ten year intervals, a comprehensive Regional Policy Statement to guide the sustainable development of the region over the period in question and beyond, and similarly requires territorial councils to prepare a ten year District Plan

for the efficient and effective implementation of national and regional development policies at a local level. Thus, the need to take a strategic approach to regional and local level planning is clearly signalled, without a great deal of prescriptive guidance in terms of strategy content - councils are effectively being told how to think, without necessarily being told what to think about.

As an overall observation, one of the lasting legacies of central government actions over the past seventeen years has been the deliberate creation of an administrative and legislative framework that compels involved agencies to indulge in long term planning, without necessarily signalling those issues which should properly be included in the long term plans. Thus, whilst NZTB is clearly required to prepare national strategies to attract ever more visitors to New Zealand, and DoC is required to produce regional strategies for their activities after arrival, the requirements at a regional and local level of government are considerably more vague. In situations such as this therefore, the effectiveness of the policy and planning regime for tourism will not be judged by what participant agencies are permitted or authorised to do - rather, it will be determined by the extent to which those agencies choose to accept and discharge the responsibilities allocated to them.

3.5 Conclusions

The results of the research described in this chapter are indicative of a devolutionary style of government which, over the past decade, has progressively moved away from a centralised command and control model, to increasingly delegate tourism policy issues to subsidiary levels of administration. In expressing these outcomes as a foundation for further research, the following paragraphs interpret the chapter's main research findings in the light of the specific research objective established for it

At a national level of government, tourism is at least nominally recognised as a critically important part of New Zealand's economy, and one which offers much potential in terms of augmented economic benefits for the future. Despite this acknowledgement, central government has chosen to progressively withdraw from operational involvement in the tourism industry, though the principal responsibilities for national level policy

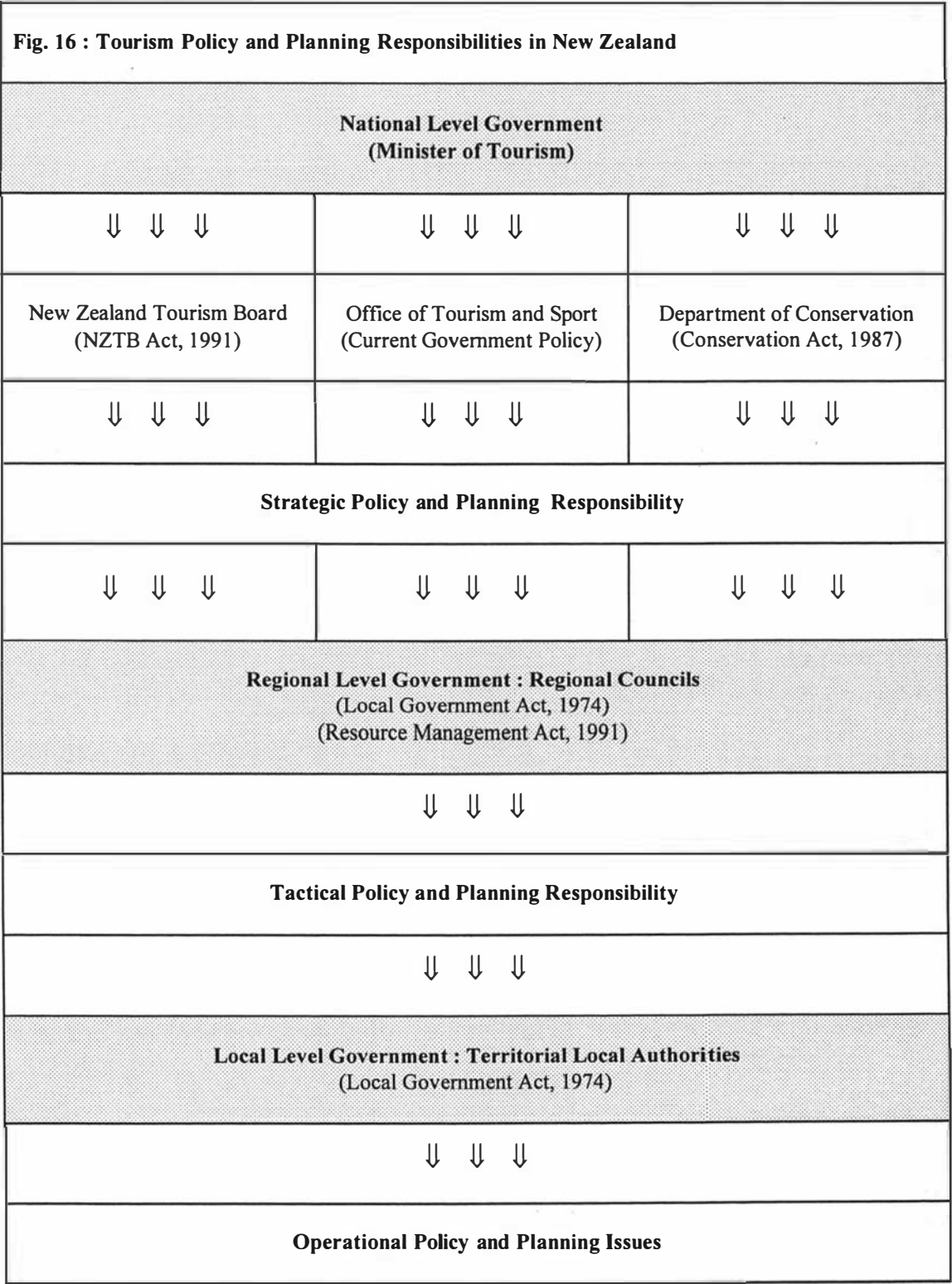
determination remain with the Minister of Tourism and his Office of Tourism and Sport (OTSp). Though the latter have not been allocated any specific planning responsibility, their important role in the national tourism industry equation is reflected in a generic requirement for them to “advise the Minister and the Government” on nationally important tourism issues.

The central relevance of late 20th century legislation is epitomised by the enabling Acts of Parliament which have led to the establishment of both the New Zealand Tourism Board (NZTB) and the Department of Conservation (DoC). These two government agencies, whilst distinctively different in terms of their administrative structure, share a common role as participants in a central government tourism policy making unit, whilst inheriting superficially conflicting goals in relation to conventional tourism activities. The Tourism Board legislation specifically charges NZTB with the marketing and promotion of New Zealand as an attractive destination for overseas visitors; whilst DoC is required to maintain the environmental purity of the publicly owned lands that many of NZTB’s target market segments will want to visit.

From a tourism planning perspective, the New Zealand Tourism Board Act of 1991 clearly requires the NZTB to prepare and implement marketing strategies for the development of international tourism, whilst the Conservation Act similarly requires DoC to plan for the ecological sustainability of Crown land from both a strategic and short term perspective. This concern with ecological issues is further highlighted, at both a regional and local level, by the important role of environmental legislation in determining the future evolution of the nation. In this context, whilst sub-national government functions are nominally controlled by the Local Government Act, 1974, the practical activities of this sector are strongly influenced by the requirements of the Resource Management Act of 1991.

In summary, a conscious policy of authority devolution has established a network of institutional participation in tourism policy making which can conveniently be visualised as a three level hierarchy. The Minister of Tourism, the Office of Tourism and Sport, the New Zealand Tourism Board, and the Department of Conservation comprise a centralised strategic level; the 12 Regional Councils are intended to involve

themselves at a monitoring or tactical level; and operational policy issues are entrusted to a network of 74 Territorial Local Authorities. This model of institutional tourism policy and planning responsibility is displayed graphically in Figure 16 below.



The policy and planning structure outlined in Figure 16 is presented as a resolution of the specific research objective presented at the beginning of this chapter - to “describe the structural arrangements that have been established to guide tourism planning activities in New Zealand”. The institutional participants have been identified and their assigned responsibilities described; their intended relationships with each other have been modelled, and the impacts of statutory legislation documented; and an apparently logical and workable planning structure has been presented as a foundation for the chapters, and research objectives, which follow.

However, it is important to note that much of this structure is based upon an approach which focuses on enabling rather than compulsive provisions. In this respect, specific planning responsibilities are not clearly defined in much of the legislation, with the focus of statutory provision relating to a desired planning philosophy at the expense of any prescriptive definition of essential content. As such, the broad goals and temporal dimension of required planning are commonly specified, whilst the necessary aspects and issues to be included in any planning exercise are effectively left to the discretion of the nominated planner.

It therefore seems appropriate to conclude that the policy and planning regime which exists in contemporary New Zealand has considerable potential to achieve long term sustainability in future tourism development, but that the effective translation of potential into reality should not be automatically assumed. If the main actors responsible for the determination of tourism’s future were to enthusiastically embrace the policy making opportunities that legislation permits them, many of the necessary components of sustainable development are available through statutory provision. However, the virtual absence of any element of compulsion casts doubt upon the extent to which institutional planners may choose to accept this challenge. The degree to which legislative provisions translate into practical action is therefore the subject of the following chapter in this thesis.

4. TOURISM PLANNING IN NEW ZEALAND : INSTITUTIONAL ATTITUDES AND BEHAVIOURS

Fig. 17 : Chapter Four Objective and Methods		
Chapter	Research Objective	Methods
Chapter 3 : Evolution of Tourism Policy and Planning Structures in New Zealand	Describe the structural arrangements that have been established to guide tourism planning activities in New Zealand.	Secondary data review
	↓ ↓ ↓	
Chapter 4 : Tourism Planning in New Zealand : Institutional Attitudes and Behaviours	Ascertain the methods used by national, regional, and local agencies to determine tourism development strategies at a national, regional and local level.	Personal Interviews Mail Surveys
	↓ ↓ ↓	
Chapter 5 : Development and Application of a Planning Process Assessment Instrument	Evaluate the extent to which sub-national tourism development strategies incorporate the principles of stakeholder participation and strategic orientation.	Design and application of quantitative scale
	↓ ↓ ↓	
Chapter 6 : Local Resident Evaluation of Tourism Strategies	Establish quantitative levels of local resident support for a cross-section sample of sub-national tourism development strategies.	Mail Surveys
	↓ ↓ ↓	
Chapter 7 : Planning Process Quality and Local Resident Evaluations	Evaluate the implications of stakeholder participation and strategic orientation in terms of subsequent levels of local resident support for sub-national tourism development strategies.	Statistical Analysis

Chapter Three has presented a summary of the extent to which New Zealand government policy and statutory legislation provide for the design and implementation of a co-ordinated planning regime for tourism development. It has also provided an identification of the specific agencies to which policy and planning responsibility have been allocated and, in this context, it can be viewed as an assessment of policy intention, an analysis of ‘the way the world ought to be’. In Chapter Four, a variety of research methods are used to assess the degree to which institutional participants accept and discharge these responsibilities - the chapter is therefore intended to review New

Zealand tourism policy and planning in terms of 'the way the world actually is'. To this end, an inventory of specific key tasks for the chapter is presented below.

4.1 Key Tasks

- * Describe the strategic planning activities of central government agencies
- * Describe the strategic planning activities of regional/local government agencies
- * Evaluate the extent to which planning responsibility is implemented
- * Evaluate the extent to which planning responsibility is delegated or abrogated
- * Obtain copies of all current regional and local tourism strategies

4.2 Methodology

The objective set for this part of the research design required an approach to each of the key figures in national level tourism policy and planning - the Minister of Tourism, the Office of Tourism and Sport, the New Zealand Tourism Board, and the Department of Conservation - with a view to extending and enriching the material already obtained through the secondary data search described in Chapter Three. Two further initiatives sought to collect data from both Regional and Territorial Councils, recognising that these agencies had earlier been identified as the nominated tourism planners at sub-national level. In addition, local government responses had revealed the importance of an additional tourism planning cohort (the Regional Tourism Organisations - RTOs) and a final field work exercise addressed the collection of data from this constituency.

The total population of interest for this investigation comprised 116 individuals and organisations, and it was therefore both logical and feasible to approach each one of those entities for comment. The design of an appropriate sampling procedure was therefore unnecessary, and this aspect of research methodology is accordingly omitted from the discussion which follows.

Central Government Approach

Pizam (1994) suggests that a need for qualitative and open-ended participant comment is best addressed by the selection of an unstructured interview technique, a type of free-

form conversation which allows a greater depth of exploration to probe the general nature of the problem under investigation. Unstructured interviews are flexible in terms of their content and sequence, permit the spontaneous generation of supplementary questions and, in view of the small number of interview targets in this instance, their principal disadvantages of high financial and time costs were thought to be manageable.

Each of the four major participants in the determination of central government tourism policy was therefore requested by letter to submit to a personal interview with the researcher, with the broad topics for discussion clearly identified in the initial mailed approach. An essentially identical version of the request letter was sent to each potential interviewee, and a sample copy is attached as Appendix C.

Senior staff at the Tourism Board and Department of Conservation readily agreed to an interview, and the conversations took place on 18 January, 2000 at the Wellington head office of each organisation. The specific objective for Chapter Four was used to pre-define the interview topics, although the unstructured nature of conversations resulted in wide ranging discussion across an extremely broad spectrum of issues. Interviewees were generous with their time, each conversation lasting for approximately 75 minutes, and responses appeared to be candid with no apparent attempt to evade questions.

Response from the Minister of Tourism's office indicated considerable interest in the research topic, and professed a willingness to contribute. However, citing a major work overload associated with the transition from opposition to government, the Minister requested that interview questions be forwarded to him in writing - in this format, he felt he could offer a more certain commitment to participation in the research project. Though the researcher was sympathetic to this request, it was noted that a mail instrument eliminates the option of supplementary questioning - thus, the broad topics already signalled were initially expanded into an inventory of more detailed and specific questions, and subsequently into a set of subjective position statements for ministerial comment. A copy of the final paper sent to the Minister is also enclosed in Appendix C.

Despite the use of a reminder letter, sent two weeks after the original approach, the Office of Tourism and Sport did not respond to the interview request, and it was

therefore necessary to rely on secondary data to construct an assessment of that organisation's tourism policy involvement. The potential bias resulting from incomplete information is therefore acknowledged, though this was minimised through secondary data on OTSp activities being obtained during the course of interviews with the Minister's Office, the New Zealand Tourism Board and the Department of Conservation. In this respect, much of the OTSp commentary is based on analysis of the Office's briefing paper prepared for the new Minister on assuming his current role (OTSp, 1999).

Regional Government Approach

The specific agencies which together comprise New Zealand's local government sector, at both regional and territorial level, have been identified in an earlier section of this thesis (see Appendix B). Given the nation-wide distribution of all possible respondents, the choice of a mail survey method was strongly indicated due to its potential for an administratively simple and low cost collection of quantitative data. In addition, although the survey was intended to gather respondents' self-evaluation of their own tourism planning processes, the physical collection of individual tourism strategy documents was also a key task. The adoption of a mail survey approach allowed the provision of reply paid postage for the return of these documents, a feature which was thought to be important in securing an acceptable response rate from what is an extremely small population.

According to Bush (1995), the principal functions of New Zealand's four unitary councils are territorial rather than regional, and these institutions were classified accordingly (as TLAs) for the purposes of this research. As such, the regional sector of local government was held to comprise the twelve regional councils shown in the first column of Figure 15. Reference to the New Zealand Government Internet Website (<http://www.govt.nz>, accessed 20 November, 1999) allowed the identification, by name and e-mail address, of the Chief Executive Officer or General Manager in each regional council. A self-completion questionnaire was designed for presentation to these managers, with the specific chapter objective being addressed through a battery of ten fixed response questions as briefly summarised below :

- Q1 : What are opening/closing dates of council's Regional Policy Statement (RPS) ?
- Q2 : Are tourism issues included in the RPS ?
- Q3 : Has council produced a separate regional tourism strategy ?
- Q4 : Does council contribute financially to regional tourism development ?
- Q5 : What do council perceive as their responsibilities related to regional tourism ?
- Q6 : Does council believe a regional tourism strategy is (a) desirable, (b) feasible ?
- Q7 : Which agencies are responsible for strategic regional tourism planning ?
- Q8 : Which agencies are responsible for tactical regional tourism planning ?
- Q9 : Which agencies are responsible for operational regional tourism planning ?
- Q10 : What print material is available on council's involvement with tourism ?

The questionnaire additionally requested the respondent's name and job title, and whether they wished to be sent research project progress reports, whilst a free format question invited any comment that respondents felt was relevant to regional tourism planning. The senior manager at each council was requested to either complete the questionnaire him/herself, or to delegate to the council staff member best equipped to answer the questions. Questionnaires were e-mailed on 26th November, 1999 and a copy of both instrument and covering message is included at Appendix D.

Five out of the twelve councils (42%) responded to the questionnaire within two weeks of its despatch, at which time a planned follow-up procedure was implemented. Reverting to more traditional communication methods, a hard copy questionnaire was mailed to the seven non-responding addressees, with a covering letter attached stressing the importance of survey completion. A stamped addressed return envelope was also enclosed and the follow up letters were despatched on 14 December, 1999, with a second reminder being sent on 7 January, 2000.

These supplementary approaches clearly indicated that the council's senior manager had already been asked to participate in the research project, and that no reply had been forthcoming, before repeating the original e-mail questionnaire in hard copy format. A further five completed questionnaires were received in response to the first reminder, and two additional replies were generated by the second reminder - as such, a 100%

response rate was eventually achieved. Each of the twelve questionnaires had been completed in full, and none were omitted from the subsequent data analysis.

Territorial Government Approach

The Territorial Local Authorities of New Zealand were identified through an identical process to that used for the regional survey, and the target population was therefore the 74 city, district and county councils shown in Appendix B.

As part of the methodology adopted for regional councils, a parallel mailing list of senior managers in each of the 74 territorial authorities had been compiled through reference to the New Zealand Government Website (<http://www.govt.nz>, accessed 20 November, 1999). A traditional mail survey, with accompanying reply-paid envelopes, was used to approach a cohort of senior managers identified both by name and job title, the survey instrument being virtually identical in form and content to that used for regional councils. The sole amendments were the replacement of references to Regional Policy Statements by allusions to District Plans, and the rewording of question 10 to request that a hard copy of any local tourism strategy be sent to the researcher.

Each questionnaire was sent with a covering letter on 30 November, 1999. In a similar approach to that used with regional councils, addressees were asked to complete the questionnaire personally, or alternatively to forward it to the TLA staff member best qualified to answer the questions. A reminder letter was prepared for use with non-responding councils, and this was sent with a duplicate questionnaire on 15 December 1999, and a triplicate on 7 January 2000 - a copy of all correspondence is included at Appendix E to this thesis.

Responses were received from 39 of the 74 councils (53%) within two weeks of the initial mailout, and the 15 December follow-up resulted in a further 26 responses being received by the end of the year. The 7 January reminder generated a further five responses, and the final result was therefore 70 responses from 74 requests, a success rate of approximately 94%. Each of the questionnaires was fully completed, and it was not necessary to discard any responses from the subsequent data analysis.

Regional Tourism Organisation Approach

An effective research design will be flexible enough to allow consideration of fresh aspects of the research problem as they arise (Pizam, 1994), and this proved to be an important consideration in this instance. Initial perusal of TLA responses revealed that a substantial proportion of councils had elected to conduct their tourism planning activities through the medium of a Regional Tourism Organisation (RTO). Given this level of involvement with the RTO network, it was therefore considered necessary to incorporate a direct approach to RTOs in the research design. According to an Internet Website maintained by Destination Lake Taupo (<http://www.laketaupo.tourism.co.nz>, accessed 12 December, 1999), there are 26 active RTOs in New Zealand.

All 26 RTOs were consulted via an amended version of the territorial government questionnaire referred to earlier. Whilst much of the survey format was identical to that used in previously discussed material, questions related to Regional Policy Statements or District Plans were replaced by those seeking to establish the nature of relationship between an RTO and its associated local government agencies, and the extent to which local stakeholders were represented in RTO governance. In addition, the questionnaire sought to establish the sources from which RTOs obtained the finance necessary to operate their organisations, and the extent to which current funding levels permitted the discharge of functions seen as necessary for optimal tourism development in their regions. A copy of the RTO questionnaire, and related correspondence, is included as Appendix F to this thesis.

The Destination Lake Taupo Website identified the chief executive of each RTO by name and, in fourteen out of 26 instances, supplied an individual e-mail address for that person. An initial e-mail approach to all RTOs was made on 17 December 1999, using the fourteen available personal addresses, plus twelve "General Enquiries" addresses. In all cases, the covering message clearly identified the target addressee by name and job title, requesting him/her to complete the questionnaire personally, or alternatively to forward to the RTO staff member best qualified to answer the questions.

Fourteen replies from 26 approaches, a response rate of 54%, were received by 7 January 2000, at which time a follow-up process was instigated in similar fashion to that

used for regional and territorial councils. A duplicate questionnaire was mailed to the twelve non-respondents, with a covering letter stressing the value of the research to the RTO sector, and a stamped addressed return envelope to encourage survey completion. This approach, and the use of a second reminder mailed on 31 January, resulted in a further eleven responses being received by 20 February, a final success rate of 25 responses from 26 approaches (96%).

4.3 Results

This section presents the results of investigations outlined in the immediately previous paragraphs. As such, tourism policy and planning activities are described at all three levels of governance in New Zealand, though the section related to national level activities is presented to a lesser level of detail than those sections which describe sub-national policy and planning⁽³⁾. This approach reflects the general emphasis of the thesis investigations, and the nature of the specific research objectives addressed.

Central Government Policy and Planning

A General Election was held on 26 November 1999, part way through the field research described in this section of the thesis, as a result of which the incumbent National/ACT Party government was ousted by a Labour-led coalition. The comments contained in this section are based on the environment which existed at election date, though moderated by the identification and discussion of the new government's tourism policy as an indicator of potential changes for the future.

Current national level policy advice is furnished by the Office of Tourism and Sport, established in 1998 according to a supposedly successful model of co-operation between tourism and sport in the Australian state of Victoria. By August of the same year, it was able to lend its name - alongside the Tourism Industry Association of New Zealand, New Zealand Tourism Board, Air New Zealand and the Department of Conservation - to a national tourism research and development strategy document (OTSp et al, 1998).

⁽³⁾ An expanded account of the DoC role in national level tourism operations has been submitted for inclusion as a chapter in Fennell, D. and Dowling, R. (eds.). *Ecotourism Policy*. Wallingford, UK : CABI Publishing. The submission is currently (20 September 2001) undergoing the editorial review process. See Appendix A for full biographical reference.

Whilst not claiming to be an overall national tourism plan, this strategy represents a clear move towards a co-ordinated future for tourism development. It canvasses the views of government agencies, industry operators, regional tourism organisations, research providers and Australian contributors - a total of 73 individual entities are credited with input - and it can therefore be seen as an attempt to generate a reasonably representative view of what the tourism industry itself thinks is important for the future. In this context, the research strategy partners envisaged that their recommendations would eventually form part of “a national tourism strategy to be prepared by the New Zealand Tourism Industry Association” (OTSp et al, 1998:2).

Important insights into the OTSp’s interpretation of its policy advice role can be discerned from the presentation made by Executive Director Scott Morrison to the 1999 TIANZ Annual Conference. Identifying OTSp’s obligation to assist with achievement of central government’s strategic objectives, and noting the strong influence of market failure principles on its activities, Morrison commented that industry stakeholders were excessively fragmented in their approach to the development of a national tourism product. As a result, structural gaps and overlaps had resulted in a sub-optimal synergy in industry operations, and the industry could thus expect to encounter increasing difficulties in securing acceptable levels of central government funding in the future.

This evaluation had presented the OTSp as a champion of further tourism development, rather than a neutral and objective adviser, and had noted its commitment to facilitation of greatly expanded development responsibilities for major industry players, asset owners and regional government. Thus, whilst it would willingly participate in aspects of tourism which properly lay outside of the industry’s sphere of influence - some examples are the nature of tourism relationships with other countries, a review of New Zealand visa regulations, and Resource Management Act reforms - its involvement with tourism operations *per se* would be restricted to advice, guidance, and monitoring.

The essence of the Office’s approach to tourism is neatly encapsulated in its briefing to the new Minister, the key aspects of which are shown in Figure 18. In this respect, there is a clearly discernible relationship between the issues that OTSp perceive as important and the primary components of the new government’s tourism policies.

Fig. 18 : OTSp Portfolio Briefing to Incoming Minister of Tourism

Strategic Challenges :

- * Growing traveller sophistication has led to more discerning levels of expectation.
- * Technological innovations have enhanced New Zealand's relative competitive advantage.
- * Traditional tourism product distribution systems are seriously endangered.
- * The cost of high quality communications media is escalating rapidly.
- * New Zealand is threatened by its small player status in a globalised tourism industry.
- * Socio-cultural and environmental impacts are increasingly recognised as critical.
- * The tourism industry has a negative and high-risk image amongst potential investors.
- * High spending destinations are intensifying competition in the global market place.
- * The traditionally accepted role of government in the tourism sector may be outdated.

Government Involvement :

- * Should only be necessary as a result of market failure in the private sector.
- * Market failure exists in generic marketing, research information, and policy development.

Priorities :

- * Need to redefine government involvement with tourism, and to realign institutional and delivery structures accordingly.
 - engage in TIANZ strategy process
 - internationally review best practice examples of institutional arrangements for tourism
 - prepare a major policy statement on tourism
- * Need to elevate the importance of tourism within government's broader policy settings
 - acknowledge tourism within broader governmental goals and objectives
 - include tourism in formal policy dialogue
 - upgrade the tourism policy advice function
- * Need to establish a new partnership with the private sector, regional tourism organisations, and other tiers of government in terms of the following issues :
 - destination promotion
 - information systems
 - environmental and cultural sustainability
 - industry self regulation
 - knowledge economy policy
 - product development
 - policy development and advocacy.
- * Need to establish regional inter-country partnerships and alliances.

Source : Office of Tourism and Sport, 1999.

In contrast to OTSp's political mandate, New Zealand Tourism Board functions are determined by statutory provisions which have previously been described as emphasising a marketing role at the expense of virtually all other issues. As such, the Board has been enthusiastic in the production of strategy documents since its 1991 inception, and three versions of a national approach to tourism marketing have appeared since that time. The initial 'Tourism in New Zealand - a Strategy for Growth' document (NZTB, 1991) was supplanted by a later 'Tourism in New Zealand - Strategy and Progress' report (NZTB, 1993), before an updated 'Strategy and Progress' was released in 1996 (NZTB, 1996). It is therefore instructive to examine the evolution of Board strategy, as exemplified by the changing content of these guiding documents.

Fig. 19 : The Evolution of New Zealand Tourism Board Strategies

1991 Strategy for Growth	1993 Strategy and Progress	1996 Strategy and Progress
Mission		
To ensure that New Zealand is developed and marketed as a competitive tourism destination to maximise the long term benefits to New Zealand.	To ensure that New Zealand is developed and marketed as a competitive tourism destination to maximise the long term benefits to New Zealand.	Not Stated
Major Goals		
To successfully position New Zealand as a distinct and competitive visitor destination and to achieve results in terms of visitor numbers, length of stay, visitor expenditure, and industry profitability.	To successfully position New Zealand as a distinct and competitive visitor destination and to achieve results in terms of visitor numbers, length of stay, visitor expenditure, and industry profitability.	To maintain growth in the contribution of tourism to the New Zealand economy to achieve results in terms of foreign exchange earnings and job creation.
To take a leadership role in achieving industry unity; in representing the industry with government and in the market place; in encouraging the private sector to work together to maximise efficiencies.	To take a leadership role in achieving industry unity; in representing the industry with government and in the market place; in encouraging the private sector to work together to maximise efficiencies.	To encourage industry profitability and appropriate returns on investment
To conduct the Board's business in accordance with professional management principles in order to maximise the effective use of all its resources.	To conduct the Board's business in accordance with professional management principles in order to maximise the effective use of all its resources.	To remedy or mitigate any adverse impacts from tourism on the environment upon which it depends; to foster acceptance by host communities of a diverse mix of visitors and tourism activities.
To involve itself in all issues of importance to the tourism industry including aviation bilaterals, government policies, investment, visitor facilities, HR training, industry standards, and sustainable resource management and development.		To strive for continuing improvements in visitor satisfaction consistent with the positioning of New Zealand as a distinct, competitive and high value destination with authentic experiences and a friendly welcome.
Annual Visitor, Job Creation and Foreign Exchange Targets		
3 million visitors by 2000	3 million visitors by 2000	Not Stated
270,000 full time tourism jobs by 2000	185,000 full time tourism jobs by 2000	180,000 full time tourism jobs by 2000
\$ 5.7 billion by 2000	\$ 9.0 billion in forex by 2000	\$ 9.0 billion in forex by 2000
International Trends Noted		
Interest in the environment as a major theme	Increased interest in the quality of the environment	Increased interest in the quality of the environment
World-wide increase in long haul travel	Growth in long haul travel	Global increase in long haul travel
Growing demand for cultural interaction with local people and customs	Growing demand for different cultural experiences	Growing demand for different cultural experiences
Highly sophisticated competitor marketing	A travel boom in the Asia Pacific region	A travel boom in the Asia Pacific region
Move away from GIT travel and towards FIT travel		Growth of FIT travel by individuals, families, groups
Growth in short break holidays		Increase in more frequent short break holidays
Threats to Further Development		
Insufficient resources	Inadequate resource commitment by both the private and public sectors	Need to compete with many other destinations around the world
Lack of Co-ordination : government to private sector and within private sector	Require more effective marketing activities, with increased co-operation and co-ordination between all promoters of New Zealand tourism.	Require co-ordination/co-operation between TNZ, tourism industry, and agencies with responsibilities impacting on tourism
Inadequate product distribution through reliance on third parties.	Require sufficient capacity and frequency in transport services between key world markets and New Zealand to provide for and promote growth	
Low awareness and indistinct national image	Require satisfactory profitability and investment in the tourism industry	
	Require sustained commitment to high quality standards in staff training and performance, in provision of tourism products, an customer service.	Need to sustainably manage the qualities and resources upon which the tourism industry depends

Specific Strategies		
Use Brand New Zealand to position New Zealand internationally		
Work with Tourism and non-tourism companies in new partnerships; support and resource proven industry performers; develop co-operative marketing strategies alongside the tourism and non-tourism private sector.	Identify and develop strategically important relationships, onshore and offshore.	Co-ordinate and facilitate offshore marketing opportunities for the New Zealand tourism industry, alone and in partnership with industry, to generate additional visitor arrivals and increased contribution to the economy; maximising private sector contribution to marketing New Zealand as a visitor destination
Put more resources into key origin markets (Australia, USA, Japan, Germany) and encourage private sector tourist companies to do the same	Concentrate resources on key markets and clearly identified consumer groups.	Target market segments with identifiable travel expectations; allocate resources to markets and market segments on the basis of anticipated return on investment; develop regional strategies for seven key offshore markets : Australia, North Asia, North America, Japan, UK/Nordic, Central Europe, Southeast Asia.
Promote New Zealand as a mono destination whilst forming strategic alliances with Australia and other South Pacific countries where appropriate	Base marketing strategies on relevant and significant research.	Accentuate market diversification through developing new markets; combating seasonality of arrivals; promoting regional dispersal of visitors
Accept the dominance of short stay "blue ribbon" visitation whilst encouraging regional visitor dispersal	Identify trends and take advantage of them.	Encourage the development of appropriate tourism activities and attractions throughout the regions of New Zealand.
Focus on increasing inbound tourism as our primary business purpose	Provide focus for government, industry and community action on issues relating to the growth of international tourism in New Zealand.	Maintain a primary focus on marketing New Zealand as a visitor destination through activities in the home countries of potential visitors
Source (local and international) capital investment funds	Identify and promote the opportunities for investment in new facilities.	To encourage the development and maintenance of the infrastructure required to support the tourism sector
Maintain quality in the physical environment		Encourage the industry and local government to adopt forms of development and resource management that ensure any adverse effects of tourism on the environmental attractions upon which it depends are avoided, remedied or mitigated; advocate for the protection and enhancement of New Zealand's natural resources important to tourism; work with DOC to ensure that appropriate access, facilities, services and management processes are provided to cope with the expectations of visitors to New Zealand.
Promote tourism to relevant government agencies		Assist in the development of a government policy framework that assists the achievement of Tourism Board goals.
Maintain human resource quality in the industry		Contribute to the long term sustainable growth of tourism by maintaining a balance between short term tactical marketing and long term strategic marketing initiatives
		Work with the tourism industry to improve the range, diversity, quality and safety of tourism activities and attractions in New Zealand; to identify opportunities and develop tourism product in response to changing visitor demands and expectations.
		Encourage the development and sustainable management of tourism in ways that enhance the acceptance of tourism by host communities.

Review of the three documents permits a conclusion that the Board's activities during its short lifetime have reinforced a devotion to global marketing at the expense of any broader perspective on tourism development. In agreeing that there had been a perceptible narrowing of focus, particularly over recent years, NZTB Chief Executive George Hickton points out that any attempt to delegate additional strategic functions to the Board is negated by both legislative limitations and resource shortages. In this respect, he consistently re-affirms the international marketing of New Zealand as a core role - one which originates in market failure theory, commands most of the Board's attention, and consumes virtually all of its resources (Hickton, pers.comm., 2000).

Evidence of continued concentration on that core role can clearly be seen in key components of the Board's most recent (1999) global marketing strategy. Built around a brief and succinct vision - "New Zealand is the ultimate destination and the world knows it" - and a new mission "to motivate the world to come now, to do more, and to come back", the strategy adopts a "100% Pure" brand positioning to support a revised set of goals (New Zealand Tourism Board, 1999:5). Target visitor numbers for 2004 are established at 2.5 million, foreign exchange earnings at \$ 7.7 billion, and quantified job creation goals are replaced by a generic ambition to achieve substantial repeat visitation. Dedication to the international marketing of New Zealand is, more than ever before, the dominant focus of Board activities.

The Department of Conservation was established through the provisions of the Conservation Act 1987, legislation which advanced "three reasons for the preservation and protection of natural and historic resources - maintaining their intrinsic values, providing for their appreciation and recreational enjoyment by the public, and safeguarding the options of future generations" (Department of Conservation, 1996:7). Whilst these provisions clearly align DoC's primary concerns with its responsibility to sustainably manage Crown lands, the Department's approach to policy and planning for tourism has nevertheless been thorough and responsible. The 1996 Visitor Strategy (Department of Conservation, 1996) emerged from a two year process of discussion and debate, during which time approximately 6000 copies of a draft document were circulated for comment, and a total of 374 submissions were received and considered as part of the planning process. The final document is firmly based on a conventional

strategic planning model which establishes an underlying vision, isolates a range of discrete goals and objectives, and presents strategies by which visitor demands may be reconciled with environmental conservation imperatives. In many ways, it is a national level exemplar of what is desirable and appropriate for sub-national tourism planning.

Fig. 20 : Key Elements of the Department of Conservation Visitor Strategy (1996).

Vision

By the year 2000, New Zealand's natural ecosystems, species, landscapes and historic and cultural places have been protected; people enjoy them and are involved in their conservation.

Goals

- * Protection - ensure that the intrinsic values of areas managed by the Department are not compromised by the impacts of visitor activities.
- * Fostering Visits - provide and manage a range of recreational and educational facilities and services that are consistent with environmental protection principles.
- * Managing Tourism - allow the private sector to provide visitor facilities and services where they do not compromise the intrinsic value of areas managed by the Department.
- * Visitor Education - share knowledge of our natural and historic heritage with visitors, to deepen their understanding of heritage and its conservation.
- * Visitor Safety - provide visitors with safe facilities, whilst raising awareness of the skill levels needed to meet the risks inherent in visiting the outdoors environment.

Visitor Segments

- * Short Stop Travellers - those who pause briefly in Departmental lands for rest and refreshment.
- * Day Visitors - those who visit Departmental lands for a day out, often picnicking families.
- * Overnighters - those who use Departmental lands as mono-destinational camping sites.
- * Back Country Comfort Seekers - those who are walkers rather than trampers, require that overnight accommodation be available.
- * Back Country Adventurers - those who are sports motivated, often hunters or fishermen, provision of overnight accommodation unnecessary.
- * Remoteness Seekers - those who are solitude motivated, actively seek out environments unmodified by human interference.
- * Thrill Seekers - those who are excitement motivated, require commercially provided recreational facilities such as white water rafting, bunjy jumping etc.

Strategic Principles

- * Protection takes precedence over visitor needs.
- * Need to safeguard solitude, peace and quiet.
- * Controlled or denied visitor access to some fragile sites.
- * Facility free policy for most Department controlled areas.
- * Conservative approach to estimating carrying capacities.
- * Visitor activities, facilities and services which conform to conservation values.
- * Education of visitors to minimise impacts.
- * Minimal-impact design of all visitor facilities and services.

In pursuit of its primary responsibility, to manage all publicly owned land for conservation purposes (Conservation Act, 1987), DoC appears to have targeted a compromise between ecological protection and the development of recreational opportunities for visitors. In this respect, the Strategy requires an assessment of each Conservancy in terms of its existing visitor numbers, facilities and services, and advocates the use of the Recreational Opportunity Spectrum (Clarke & Stankey, 1979)

to determine an appropriate management regime for the levels of recreation deemed to be desirable. It is subsequently intended that the bulk of future resourcing be allocated to areas where higher numbers of less experienced visitors are likely to seek a relatively superficial contact with nature - conversely, in the more remote "back country" areas under Departmental control, control of infrastructural facilities will be progressively relinquished to private sector environmental groups.

This approach is essentially a type of concentration strategy, by which an inventory of accessible public lands is zoned for intensive visitor activity, and the protection of more remote areas is consequently enhanced. Discussion with DoC staff reveals that implementation of the Conservation Act's requirement to produce strategies and business plans for each Conservancy is virtually complete, and substantial inroads have been made into the proposed ROS classification of appropriate visitor activity at specific sites (Bignell & Parrott, pers.comm., 2000). In view of DoC's responsibility for the maintenance of 250 camp sites, 960 huts, 40 visitor centres and 11,000 kilometres of walking tracks (Department of Conservation, 1996), the significance of these achievements should not be under-estimated.

Regional Council Policy and Planning

Three of the twelve regional council responses were completed personally by the chief executive or general manager originally contacted. In seven of the remaining cases, questionnaire completion had been delegated to a staff member whose job title was a variant of 'policy manager', whilst the remaining two respondents were a 'corporate communications adviser' and a 'director of resource management'. Thus, the responses can be classified as emanating from higher levels of council administration, and therefore as a reasonably authoritative indicator of council attitudes.

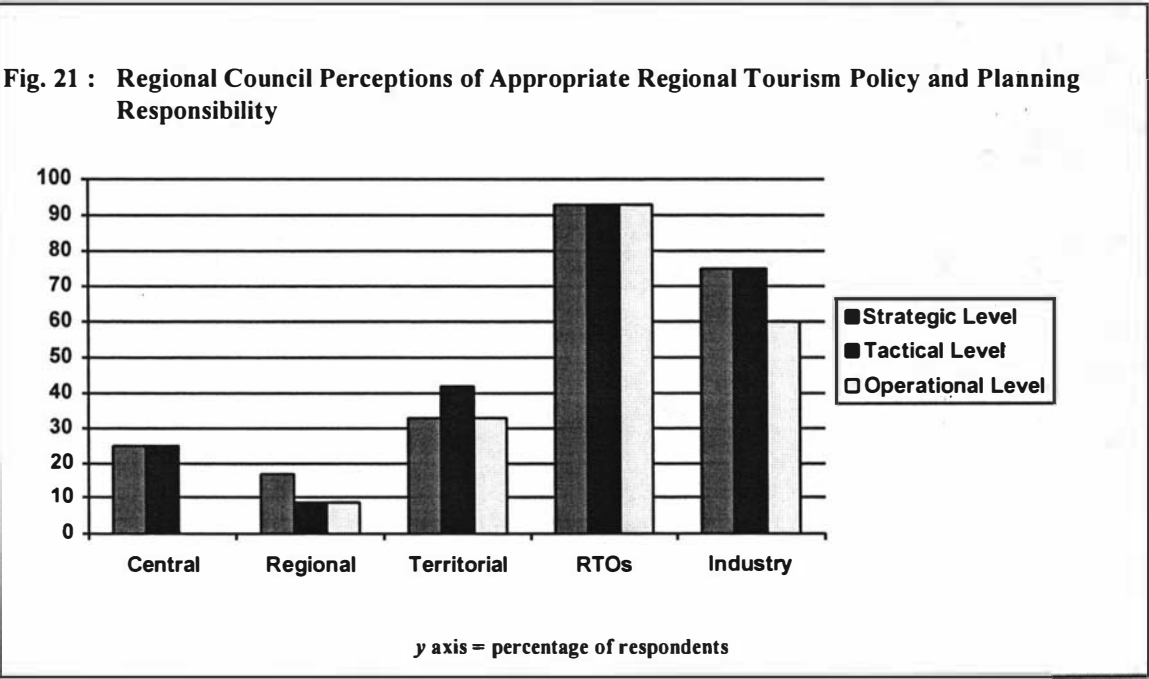
Table 1 shows that all but one council has completed a defining ten-year Regional Policy Statement, with the earliest of these dating from 1993, and the remaining respondent expected that the final draft of its RPS would be formally adopted by February, 2000. However, none of these Policy Statements contains a section relating to regional tourism development and thus, as the RPS is mandated by legislation as the definitive policy and planning mechanism within the regional council network, tourism does not appear to be viewed as a salient area of interest - this view is supported by

Councils' apparent reluctance to participate in, or contribute funds to, a separate regional tourism strategy.

Table 1 : Regional Council Responses		
Question	Number of Respondents	Percentage of all Respondents
Job title of respondent ?		
CEO/General Manager	3	25.0
Policy Manager	7	58.3
Other	2	16.7
RPS valid until ?		
2003-2005	4	33.3
2006-2008	4	33.3
2009	3	25.0
n/a	1	8.3
Tourism section in RPS ?		
No	12	100.0
Separate tourism strategy prepared ?		
Yes	1	8.3
Contributed to one	2	16.7
No	9	75.0
Financial contribution to local tourism ?		
Yes	4	33.3
No	8	66.7
Desirability of a local tourism strategy ?		
Extremely desirable	3	25.0
Quite desirable	3	25.0
No opinion	6	50.0
Feasibility of a local tourism strategy ?		
Quite easy to produce	4	33.3
No opinion	4	33.3
Quite difficult to produce	4	33.3

Only one council was able to claim a leading role in the production of their local tourism strategy, though two further respondents could confirm a supporting participation. In economic terms, four out of twelve councils are financial contributors to the development of regional tourism, though two of these four have chosen to decline active participation in the specifics of tourism strategy development. The remaining seven councils have neither a planning nor a financial relationship with their regional tourism industry.

Thus, though there is moderate support for the formulation of specific regional tourism strategies - six out of twelve responses described such a strategy as ‘quite desirable’ or ‘extremely desirable’, and the remaining six responses were neutral, or ‘no opinion’ - councils believe that the primary responsibility for strategy production is appropriately assigned elsewhere. In response to a three part question which sought an allocation of regional tourism responsibilities at strategic, tactical, and operational levels of planning, respondents clearly indicated that participation at all three levels was considered to be outside of their perceived role and functions - however, there was a strong consensus in terms of where tourism policy and planning responsibility should ideally be located.



The regional council responses shown in Figure 21 appear to represent an endorsement of central government’s delegatory approach to tourism planning, with the caveat that devolution should properly extend to agencies below their own level of involvement. Whilst the level of policy and planning involved (strategic, tactical, or operational) has little impact on regional council assignments of responsibility, there is clear support for a relatively bottom-up planning hierarchy - eleven out of twelve responses endorsed RTOs as an appropriate planning agency, at all levels of activity, whilst important roles were also perceived for the tourism industry itself and, to a lesser extent, the territorial stratum of government. Conversely, there was a considerably lower level of support for central and regional government participation in regional tourism development.

The nature of unprompted comment provides additional support for this analysis, with three respondents categorically stating that there was no role for themselves in regional tourism issues, and a further three councils citing the permissive and optional nature of legislation as a justification for their choosing to decline active participation. Even for those respondents who could see a necessity for council involvement, there is an apparent perception of tourism as just one element of their overall management responsibility, one which is insufficiently unique to merit separate attention. The direct quotations below are indicative of these latter attitudes :

“Our responsibilities are environmental management, therefore maintaining and enhancing the environment to attract tourists; and protecting the environment from tourist activities”.

“Though we deal with the adverse environmental effects of tourism development, that is no reason for singling out tourism from any other type of development”.

“Forward planning by District Councils will assist in making sure that environmental effects are considered at a big picture level, rather than dealing with development in an ad hoc way”.

The general tone of responses such as these suggests that regional councils are primarily motivated and guided by the environmentally related concerns which comprise such a key feature of the legislation governing their role and functions - although individual councils display marginal differences in their attitudes to specific tourism industry involvement, there is a common reluctance to associate with practical aspects of policy and planning. As such, the existence of just one tourism strategy document attributable to regional council leadership initiatives is indicative of a sector which plays a limited role in the formulation and implementation of sub-national tourism strategy.

Territorial Council Policy and Planning

Seventeen of the 70 TLA responses had been completed by the original addressee, the council's chief executive or general manager. However, the job title used by the

remaining respondents may be illustrative of a comment amplified later in this section - many territorial authorities seem unsure of how to react to tourism, and consequently vary in their interpretation of what the industry means to their own local area. Although five questionnaires were completed by council employees whose job title included the word 'tourism', the remaining responses reflected a variety of backgrounds amongst individual respondents.

Recalling that senior managers were asked to ensure questionnaire completion by 'the person in council best qualified to answer', respondents had variously delegated the initial approach to five main cohorts of council employee : policy makers and/or planners, those whose central focus related to the provision of resident services, marketing people (including promotions and public relations), economic development units and, finally, those with a specifically tourism related job description.

Territorial government mirrors its regional counterpart in terms of the discharge of its statutorily determined strategic planning responsibilities. A total of 49 responding councils (70%) report that an operative District Plan is in place, with the earliest dating from 1990. For the remainder, the influence of a ten year planning cycle has resulted in their District Plan being currently subject to review, and therefore at various stages of the consultation, approval and adoption process - as respondent comments indicate that this process can extend over a period of three to five years, the proportion of incomplete District Plans is not regarded as unusual.

There is considerably more enthusiasm for the incorporation of tourism issues in the District Planning process than was previously evident in Regional Councils' approach to Policy Statements. Although overall response to this question is still predominantly negative - 44 councils (63%) have chosen to omit tourism issues from the relevant District Plan - three respondents were able to identify a major tourism section in their Plan, whilst the remaining 23 councils claimed the existence of a minor section, or the incorporation of a tourism element within more generic Plan provisions. Though definition of what is meant by 'major' or 'minor' sections is open to subjective interpretation, these initial responses suggest that TLA involvement in tourism policy and planning may be significantly greater than regional council participation.

Table 2 : Territorial Council Responses		
Question	Number of Respondents	Percentage of all Respondents
Job Title Orientation of Respondent ?		
Policy and/or Planning Officer	22	31.5
Chief Executive or General Manager	17	24.0
Resident Services Officer	9	13.0
Marketing Officer	9	13.0
Economic Development Officer	8	11.5
Tourism Officer	5	7.0
District Plan valid until ?		
2000 - 2007	17	24.2
2008 - 2010	29	41.6
beyond 2010	3	4.2
Plan under review	21	30.0
Separate tourism section in District Plan ?		
Yes, a major section	3	4.2
Yes, a minor section	23	32.9
No	44	62.9
Separate tourism strategy prepared ?		
Yes, mostly by council staff	10	14.3
Yes, mostly by Regional Tourism Organisation	29	41.5
Yes, mostly by external agencies	3	4.2
No strategy prepared	28	40.0
Financial contribution to local tourism ?		
Yes	69	98.6
No	1	1.4
Desirability of a local tourism strategy ?		
Extremely desirable	36	51.5
Quite desirable	29	41.4
No opinion	4	5.7
Quite undesirable	0	0
Extremely undesirable	1	1.4
Feasibility of a local tourism strategy ?		
Extremely easy to produce	3	4.2
Quite easy to produce	26	37.2
No opinion	13	18.6
Quite difficult to produce	25	35.8
Extremely difficult to produce	3	4.2

This conclusion is supported by the extent to which TLAs have contributed to the production of local tourism development strategies, with three broad approaches evident amongst the responses received. Firstly, thirteen respondent councils had taken a lead

role in the preparation of such a strategy, with council staff or commissioned external consultants primarily responsible for plan preparation. Secondly, 29 councils believed that strategic tourism planning was most appropriately carried out at an RTO level, and chose a supporting level of involvement through co-operation with that sector.

In this respect, though a number of Regional Tourism Organisations are subsidiary agencies of specific TLAs, the sector's operations are commonly (though by no means universally) characterised by the participation of multiple councils. In these instances, there is a strong regional flavour to the resulting scale of operations and, although the distinction may be somewhat arbitrary, it was accordingly decided that any tourism strategies resulting from TLA/RTO co-operation would (for the purposes of this research) be classified as RTO-generated. The sum total of strategies originating from the TLA sector therefore comprise the thirteen examples noted above, of which eight strategy documents were subsequently secured for further analysis - the remaining five examples were claimed to be incomplete at the time of questionnaire response.

At the lower end of the participatory scale, 28 respondents either saw tourism as an activity which could be adequately dealt with as a component of broadly-based economic planning, or felt that there was no necessity for their council to participate in tourism strategy production at all. In contrast, there was virtual unanimity of response to a perceived need for involvement in economic aspects of tourism development, with 69 out of 70 respondents indicating that their council contributed financially to the promotion of local tourism activities.

One possible resolution of this apparent anomaly, between levels of participation in strategic planning and attitudes to the provision of financial support, may be that some councils conceptualise tourism in terms of a responsibility to provide local destinational information to existing visitor segments. In these circumstances, it is possible to envisage the relevant TLA contributing to the provision of visitor information bureaux as a local public service, without necessarily harbouring ambitions to further expand the scope and scale of its existing visitor industry. However, despite the intuitively attractive nature of such an analysis, there remains a strong level of support amongst TLAs for the formulation and implementation of specific local tourism strategies.

In this respect, 65 out of 70 respondents (93%) described the production of a regional or local tourism strategy as ‘quite desirable’ or ‘extremely desirable’. Four respondents offered no opinion on this question, with the remaining response describing a long term tourism strategy as ‘extremely undesirable’ - according to this respondent, a council for whom international tourism is the dominant factor in its local economy, the TLA’s role is to create and maintain a commercial environment which is conducive to innovative business practices, and to allow industry to determine its own activities within appropriate environmental guidelines.

Responding councils were rather more circumspect in relation to the practical feasibility of strategy preparation - here, the pattern of response was symmetrical around a ‘no opinion’ mid-point, the neutral view being held by thirteen respondents. Thus, whilst 26 councils felt that tourism strategy determination was (or would be) quite an easy task, a corresponding number (25 councils) felt that the undertaking was or would be quite difficult. Opinion was also divided at the extremes of scale responses offered, as there were three supporters for both the ‘extremely easy’ and ‘extremely difficult’ options. Given responding councils’ subsequent opinion regarding strategy development responsibilities, this division of opinion is an important point.

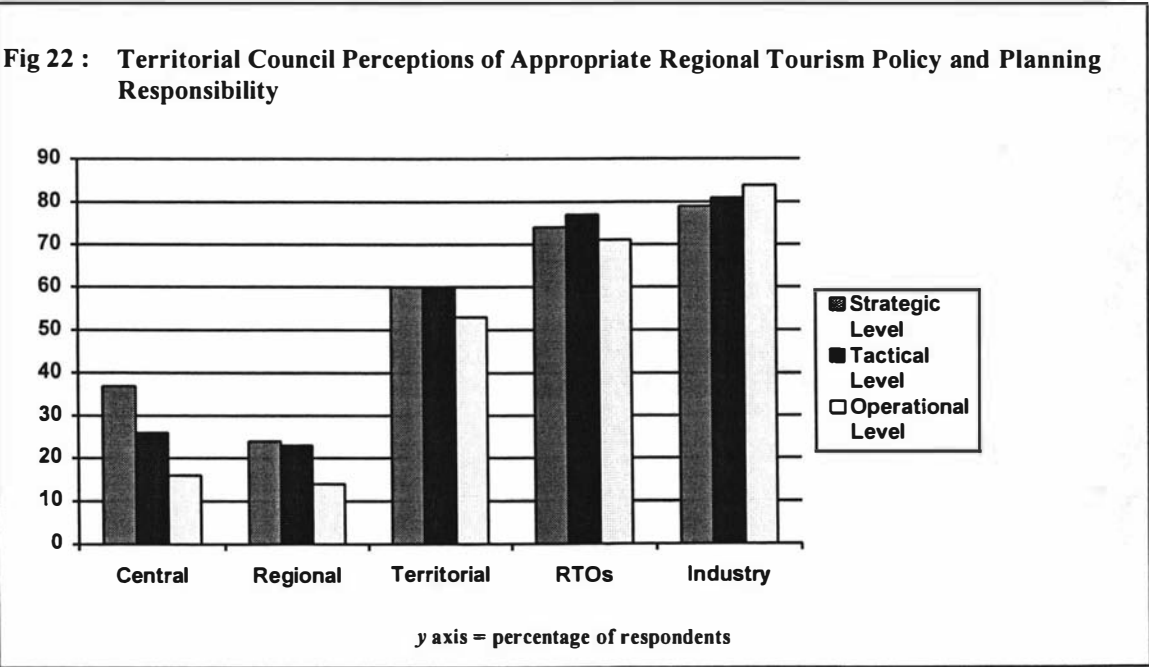


Figure 22 shows that territorial council responses are strikingly reminiscent of their regional counterparts’ opinion in respect of appropriate planning responsibilities. Whilst

there is differentiation of perceived responsibility by planning horizon - the desirability of government participation declines as the temporal dimension shortens, with a reverse effect noted in assigned levels of tourism industry involvement - overall allocations are similar to those shown by regional government responses. The relatively minor role of central and regional government is contrasted with a prime responsibility assignation to the RTO network and the tourism industry itself, and TLAs also accept a substantial role for themselves in tourism planning issues. For some respondents, council's direct involvement with tourism policy and planning is seen as the most appropriate response, whilst the majority view a co-operation with RTOs as potentially more effective.

Councils who have adopted the more proactive 'hands-on' approach appear to have done so for two main reasons - firstly, because of an underlying belief that tourism offers a potentially substantial economic benefit to their communities, and secondly through a frequent expression of doubt that any other structural approach can result in optimum effectiveness for the local tourism industry. The nature of these concerns is illustrated by the following selection of verbatim quotations from those councils who have opted to take a leading role in tourism strategy development.

"Council makes a substantial commitment to tourism. It believes that assisting tourism is part of assisting the local economy".

"If council owns a tourist facility, then it is part of the asset stable. If part of the asset stable, it requires planning for".

We are only now addressing seriously the possibilities for the District. There is, and has been historically, very little effort from local industry".

"Councillors are not convinced of the value of the RTO and may consider spending more funds locally".

Those councils who see their role as supplementary to a local tourism industry driven by the RTO sector exhibit a similar approach in their unprompted comments, though an emphasis on TLA facilitation rather than control is discernible in their attitudes.

"We are engaging in a new process with greater co-operation between district councils and the main RTO, currently under development are 2/3 year marketing plans".

"Council provides funding to the RTO for research and planning work and has initiated a forum which allows discussion and debate both within the industry and across sectors of the community. Council, by doing both the above, believes it is assisting the industry to provide for itself".

The cumulative effects of these comments suggest that, through an at least partial acceptance of a primary role in tourism policy and planning, TLAs may be discovering that a local level association with the industry presents a series of unforeseen practical problems - the following verbatim comments are illustrative of this conclusion.

"There is a lack of capability and skills in provincial New Zealand to pull together and implement tourism strategic directions. This is made more difficult by very strong and diverse political perspectives held by locals"

" There has been some movement towards developing a tourism strategy, but it is slow going with little conviction" .

"It comes down to whether anyone is interested in getting involved in it or not - if not, then other interests are promoted/championed. At the moment, it is in the too hard basket".

Though many councils seem to have recognised the economic benefits of tourism, those who have chosen to support a local industry are beginning to realise that these benefits do not come easily. As such, their resulting attitudes towards the costs and benefits of this scenario will greatly influence the nature of future local tourism development.

Regional Tourism Organisation Policy and Planning

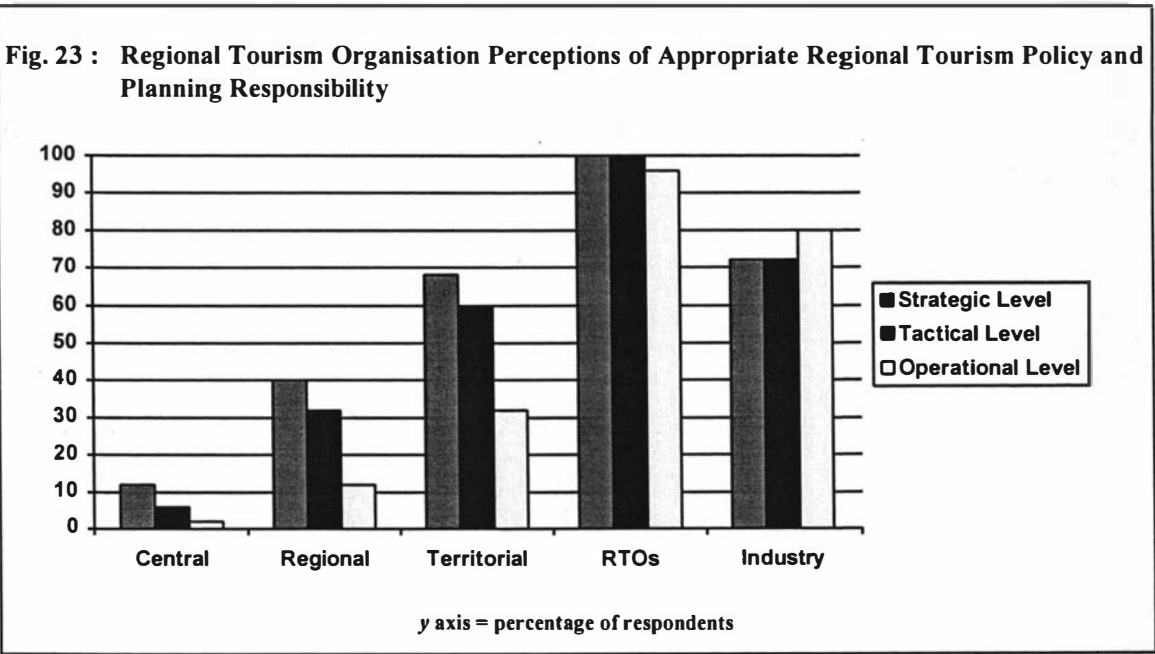
All but three of the 25 RTO responses had been completed by the original addressee, with the exceptions being one response received from an RTO whose senior manager

had recently resigned, and two completed by an administration assistant at the request of the original recipient. A significant number of respondents (eight) classified themselves as wholly owned subsidiaries of local government, through descriptions which included council department, council appointed board, or local authority trading enterprise (LATE). However, though the structure of remaining RTOs were nominally unrelated to local government influence - nine incorporated societies, six trusts and two limited liability companies - closer perusal of reported sources of income reveal the extent to which the sector depends on local government support for its continued existence.

Table 3 : Regional Tourist Organisation Responses		
Question	Number of Respondents	Percentage of all Respondents
Job Title Orientation of Respondent ?		
Chief Executive, General Manager, or Manager	22	88.0
Administrative Assistant	3	12.0
Legal Status of RTO ?		
Incorporated Society	9	36.0
TLA Department or Trading Entity (L.A.T.E.)	8	32.0
Trust	6	24.0
Limited Liability Company	2	8.0
Funding Received From ?		
Regional Councils	4	16.0
TLAs	23	92.0
Industry Membership Fees	12	48.0
Commercial Activities	11	44.0
Governing Body Representation for ?		
Regional Councils	4	16.0
TLAs	21	84.0
Local Tourism Industry	20	80.0
Other Local Stakeholders	12	48.0
Desirability of a local tourism strategy ?		
Extremely desirable	24	96.0
Quite desirable	1	4.0
Feasibility of a local tourism strategy ?		
Extremely easy to produce	4	16.0
Quite easy to produce	13	52.0
No opinion	2	8.0
Quite difficult to produce	4	16.0
Extremely difficult to produce	2	8.0

The importance of local government funding for the RTO sector is reflected in the composition of its governance structure. TLA representatives sit on the controlling body of all but four RTOs, whilst regional government is represented on the boards of the four organisations which they partially fund - in three cases, RTO governance is entirely undertaken by local government officials. However, for a substantial majority (20), board composition includes local tourism industry representation, augmented by local non-tourism industry in eight instances, *tangata whenua* in four, and the broader local community in two. Single instances of participation are noted by the New Zealand Tourism Board, the Department of Conservation, the local Visitor Information Centres, and a non-local business consultant selected for his or her generic commercial expertise.

As befits a sector which inherits the primary responsibility for regional tourism strategy formulation and implementation, RTOs are uniformly supportive of the need for such strategies - 24 respondents described a regional strategy as “extremely desirable”, whilst a single respondent viewed the concept as “quite desirable”. The sector is also optimistic in terms of the practical feasibility of producing strategies, with seventeen respondents suggesting that production was “quite easy” or “extremely easy”. However, whilst accepting the principal responsibility for this aspect of tourism development, Figure 23 shows that the RTO perspective was not radically dissimilar from the opinions offered by both regional and territorial government.



In this respect, whilst being generally more supportive of government participation in the policy and planning process than their local government colleagues, RTOs endorse the TLA vision of diminishing government involvement as the temporal dimension of planning shortens - though strategic planning is moderately supported as a legitimate function of all strata of government, there is a significant decline through the tactical stage to the eventual allocation of operational responsibility. Conversely, strong advocacy of tourism industry involvement is a feature of the RTO response, and RTOs are all but unanimous in identifying a central role for themselves at all planning levels.

RTOs have been generally successful in the formulation of development strategies for tourism in their respective regions, though a number of gaps exist in the theoretically ideal portfolio of 26 strategies from 26 RTOs. Eighteen of the 25 responding RTOs were able to verify the existence of a completed regional strategy, whilst one respondent indicated that the fluid nature of the tourism industry had necessitated the adoption of an 'annual plan' approach to overall strategy determination. Three RTOs reported that their regional strategy is at varying stages in the development process, whilst a further two respondents conceded that a regional tourism strategy neither exists nor is in the course of preparation. The final respondent is guided by a strategy prepared by its parent regional council and referred to earlier, whilst it was not possible to categorically determine whether the sole non-responding RTO had completed a regional tourism strategy. As one RTO refused to release what it described as a confidential document, a total of seventeen RTO strategies was finally obtained for further analysis.

4.4 Discussion

Chapter Four set out to ascertain the methods used by various actors in the tourism development process to respond to government policies and statutory legislation which govern their existence. In particular, the chapter sought to establish the extent to which national, regional, and local agencies of government choose to accept, modify, delegate or reject their strategic planning responsibilities, though this trio of administrative levels was extended during the course of the research to include consideration of the regional tourism organisation sector. These four strategic planning cohorts are therefore used as

an appropriate framework within which to discuss the major issues which arose from the results of Chapter Four research.

Tourism Planning and National Agencies

At the time of writing this chapter (July, 2001), the current government was almost two thirds of the way through its first term of office. During that time, it had developed a strong reputation for 'doing what it said it would do', something of an unusual concept for a New Zealand public accustomed to major post-election reversals of stated policy. In terms of tourism, the government appeared to be working its way steadily through a previously announced catalogue of election promises, and there is no intention here to imply any degree of national level inactivity in that regard. However, the new government may well have inherited a community of national tourism policy and planning agencies whose philosophies and strategies are not entirely in harmony.

For example, the attitudes and behaviours of the OTSp, if not quite synonymous with Getz's (1987) 'boosterism' approach to tourism policy and planning, are certainly indicative of an organisation which is not content to merely facilitate tourism development. Though the Office's involvement with a national tourism research strategy was clearly a legitimate component of its intended brief, its subsequent preoccupation with the short-term business practices of the tourism industry reveals an element of ambiguity in its apparent predisposition towards operational involvement. In this respect, the distinction between a 'champion of tourism' role and a 'champion of the tourism industry' role is a fine but critically important one, with the former implying an impartial approach to tourism from a public interest perspective and the latter a tendency towards sectoral bias and industry advocacy.

Much of the OTSp briefing to the incoming minister, particularly its identification of strategic challenges (see Figure 18, p.94) is written in a somewhat alarmist fashion, and typifies the type of 'doomsday' scenario described by Perdue et al (1990). In this respect, the seeming adoption of a 'scare tactics' approach, to the briefing of a new minister by a relatively new organisation, indicates an understanding of Perdue et al's conclusions - support for tourism development activities can be easier to find if key stakeholders are pessimistic about the future. Furthermore, and building on what has

been portrayed as a negative future for the country's leading export industry, the briefing then pursues a strategy identified as commonplace by Hall (2000), an advocacy of government intervention to correct for perceived market failure. As Hall (2000) has argued, this is an especially frequent response when governments subscribe to the paramount importance of continued economic growth for the nation, and is indicative of an environment where marketing considerations remain dominant over all others. Seen in this light, the list of priorities which concludes the briefing can then be perceived as little more than a list of key tasks to secure the future of a new government agency struggling to establish its position in the political hierarchy.

In contrast, the Tourism Board's ten year history and statutory foundations have ensured that its place in the national scheme of things is clearly defined and universally accepted. It remains a text book example of Getz's (1987) economic approach to tourism policy and planning - economic benefits are emphasised over all others, the institutional planner is the acknowledged expert, and the marketing concept rules unchallenged - and its strategic planning activities reflect an unambiguous approach to that task. Though Pigram (1990) has warned of situations in which tourism marketing can be presented to stakeholders under the guise of strategic planning, Tourism Board attitudes are transparently clear - the Board exists to sell New Zealand as a destination for international visitors, and continues to pursue this goal with considerable vigour.

The most recent version of Tourism Board Strategy (NZTB, 1999) clearly reflects that part of marketing theory which contrasts brand marketing and product marketing (Kotler et al, 1993). As the Board has itself noted, the past decade has essentially been devoted to establishing public awareness of New Zealand in a crowded and competitive market place (see Figure 19, pp. 95-96), whilst the new strategy builds upon those foundations to emphasise the tourism products available within what is now thought to be an established brand. Perhaps reflecting the Board's sales-oriented attitudes, the international trends identified in Figure 19 are positively portrayed, in sharp contrast to the OTSp's negativism, whilst perceived threats to further development are solidly centred around, and almost limited to, a claimed lack of funding with which to achieve stated marketing objectives. Finally, the specific strategies to be adopted are clearly indicative of Getz's (1987) economic approach to planning, though the inclusion of

topics related to long term growth and sustainable management serve to introduce a more holistic aura to what are clearly a progressive series of strategic marketing plans.

In contrast, the Department of Conservation's approach to visitor management, already identified as a form of concentration strategy, has much in common with Getz' (1987) physical/spatial version of tourism planning. Thus, DoC has resolved to minimise the negative impacts of what are believed to be inevitable increases in human traffic, and has identified specific geographical areas for intensive, for moderate, and for minimal tourism activity. The management of tourism's relationship with the land is therefore reliant on conventional land-use planning techniques, unlike the economic approach used by other national agencies, and the rather more radical planning philosophy associated with the provisions of the RMA. In addition, it is here that a practical example of stakeholder participation and strategic orientation is most clearly evident - substantial public consultation was a key element of the DoC planning process, and the structure of the strategy (see Figure 20, p.98) is very much in line with principles established as desirable through a review of the relevant literature (see Figure 7, p.42).

The general tone of Departmental attitudes occupies a middle ground between OTSp pessimism and NZTB optimism and, in this respect, may well be as close as the national establishment comes to a realistic assessment of the issues which confront it. In this context, support for Priestley et al's (1996) identification of the paradox of popularity is clearly shown in the DoC position - it is conceded that visitors will continue to come to New Zealand, will continue to visit natural areas in search of pristine environments, and will continue to threaten the very resources which attracted them in the first place. Having acknowledged that this is the case, and having chosen to include substantial stakeholder participation in the planning process, the DoC experience supports the findings of Ap and Crompton (1993) - though the community planning approach is a slow and expensive option, the involvement of concerned stakeholders from the outset can make a strong contribution to the effectiveness with which the resulting strategy is eventually implemented (Bignell & Parrott, pers.comm., 2000).

So how does New Zealand's approach to national level policy and planning conform with the principal elements of the relevant literature ? Gunn (1988) has commented that

the absence of a national level planning framework will seriously hamper the orderly development of national level tourism, and this contention is certainly borne out by the New Zealand experience. The OTSp is attempting to claim a leadership role for itself in an industry perceived to be in relative disarray; the NZTB has taken a narrow view of its mandate to market New Zealand internationally, and has done so to the virtual exclusion of all other issues; and DoC has accepted the inevitability of increased visitation to primarily concern itself with minimising the damage these visitors will undoubtedly cause. Thus, there is considerable support here for Butler's (1993) depiction of tourism as a closed system which ignores the potential negatives inherent in the interaction between involved actors in the development process.

Indeed, on election day in November, 1999, Damien O'Connor (then Labour Party spokesman on tourism) expressed strong concerns regarding the relationships between the Tourism Board, the Tourism Industry Association, and other industry participants. Endorsing previous comments made by Party leader (and future Prime Minister) Helen Clark, to the effect that substantial gaps existed between government, Tourism Board and industry thinking, O'Connor suggested that identifiable problems were evident with the assigned roles and responsibilities of industry participants, and that the consequent lack of co-ordination had resulted in considerable wasted energy and opportunities (Inside Tourism, 1999). In support of Elliot's (1997) identification of responsibility assignments and discharge as frequently critical factors, the ability of current structures to provide adequate guidance for national tourism development was thus being questioned from at least one influential perspective.

There are however signs that this assessment has subsequently progressed to the isolation of proposed solutions for the perceived problem areas. The Minister agrees that tourism policy making capability has been allowed to deteriorate during the 1990s, but maintains that the current OTSp structure offers sufficient potential for the correction and reversal of that downwards trend. He argues strongly against an industry advocate role for the Office, and contends that the current TIANZ leadership has been effective in discharging the latter function. In combination with a stated resolve to enhance the comparative importance of tourism within the overall priorities of national level government, he believes that the formulation of a national strategy is the essential

cornerstone of government's future partnership with the private sector, one which will lead to the elimination of role ambiguity and the provision of a firm foundation to guide both national and sub-national tourism development (Burton, pers.comm, 2000).

However, it should be noted that the national tourism strategy planning process has been all but entirely industry-driven, and this perspective is, unsurprisingly, reflected in a national strategy document (TIANZ, 2001) which clearly focuses on the economic benefits of tourism. In this respect, the influence of OTSp's attitudes towards tourism can be seen in the acceptance of New Zealand's status as a very small minnow in a very large world tourism environment, and the consequent need for a stronger and more clearly articulated policy framework, supported by better research and marketing. Many of the elements of Getz' (1987) economic approach to planning are apparent here, and it is even possible to detect some traces of the widely discredited 'boosterism' approach. Certainly, both the research strategy and the national strategy appear to regard continued tourism growth as both inevitable and desirable, and have consequently tended to articulate what is good for the tourism industry rather than what is good for the country.

Butler (1994) has portrayed the tourism policy and planning environment as an uneasy marriage between public sector planners and private sector entrepreneurs, and has commented that the wide gulf in values between these two main stakeholder groups can often lead to an inability to control planning philosophies and processes. As long as New Zealand lacks a comprehensive and widely accepted national tourism strategy, it appears that this view will continue to be an accurate one. It is therefore on distinctly shaky national foundations that strategic planning for tourism currently sits, and this is an observation that carries substantial implications for sub-national policy and planning.

Tourism Planning and Regional Councils

Analysis of regional council responses serves to isolate three major issues which are worthy of further comment - firstly, the regular pattern of compliance with those aspects of council responsibilities that have been specifically identified in the statutory legislation; second, the regional council network's consistent and ongoing disengagement from any issues related to regional tourism; and thirdly, the clear and

unambiguous stream of opinion relating to the appropriate allocation of regional and local tourism planning responsibility (see Table 1, p. 100).

The legislation identified as relevant in Chapter Two of this thesis (Local Government Act, 1974; Resource Management Act, 1991) requires that regional governments outline their strategic planning proposals in a Regional Policy Statement (RPS) prepared at ten year intervals, though there is little legislative guidance provided in terms of the actual content to be included in an RPS. In the first instance, therefore, it is unsurprising to note that there has been virtually complete regional council compliance with what legislation specifically requires, in that eleven councils have a functioning RPS in place, and the twelfth is well on the way to that status - for those agencies who are required to work within the constraints of a public service bureaucracy, adherence to the letter of the law is a foundation construct of their operational philosophy. However, reaction to the spirit of the law is rather less clear-cut.

Regional council commentary is both explicit and implicit in its denial of responsibility for regional tourism planning. The unanimously reported absence of tourism issues from any contemporary RPS would in itself be ample evidence of regional council attitudes to tourism, though this is by no means the only evidence of rejected involvement. Table 1 (p.100) shows that just three out of twelve councils are involved with regional tourism planning in any capacity, alongside four councils who contribute some quantum of funding, and there is some further evidence to suggest that this modest level of involvement may be under threat. At the time of data collection and analysis (January 2000), only one regional council would categorically reaffirm a long term commitment to continued funding of tourism, in this instance justified by the industry's critical role as a major contributor to the regional economy. Responses from two councils display some misgivings related to a continued tourism involvement, whilst the fourth was at that time working with territorial level partners to extract itself from its existing funding commitment - by July 2000 that disengagement had been completed and the subject council no longer contributes funding to tourism in its region.

In addition, the presence of somewhat non-committal answers to strategy development questions, from respondents whose job titles suggest a close familiarity with strategic

issues, may be indicative of a lack of interest rather than a lack of knowledge. Bearing in mind that three responses were completed by the council chief executive or general manager, and a further seven by some variant of policy manager, it is surely unusual that 50% of all responses had no opinion of the generic desirability of regional tourism strategy formulation. When allied to a mixed, and ultimately neutral, opinion of the feasibility of tourism strategy production, it is tempting to suggest that regional council opinion could fairly be summarised as 'don't know, don't care'.

At the same time, respondents were united in their view that regional tourism planning responsibility was more appropriately handled by agencies other than themselves. Whilst the planning level - strategic, tactical, or operational - had little influence over responsibility allocations, there was all but unanimous agreement that regional tourism policy and planning was no business of either national or regional levels of government. In contrast, there was a minor degree of support for territorial government involvement, and stronger support for local tourism industry participation, with a strong majority expressing the view that regional tourism should be planned by regional tourism organisations. If this is indeed the case, a fundamental contradiction exists within the regional council sector's expressed attitudes.

On the one hand, completion of the survey instrument by very senior managers indicates that regional tourism is perceived as a legitimate strategic policy concern, and support for planning activity through the RTO network endorses the concept of tourism development as a regional issue. On the other hand, the consistent omission of such a regional strategic policy issue from the regional councils' own planning processes can only mean that councils have chosen to designate regional tourism as an issue of no importance, or at least as an issue that does not directly concern them. Given that their statutorily determined focus lies with environmental management, and that tourist activity has been identified as a significant world-wide threat to such management, it is argued that regional councils are guilty of an important error of judgement. If RTOs are to be the appropriate tourism planners, then tourism is a regional issue; if tourism is a regional issue, then, by definition, it becomes a regional council issue.

In terms of the existing body of knowledge, there appears to be a pattern of behaviour here that has not been previously highlighted in the tourism planning literature. Whilst it is possible to categorise regional council attitudes alongside the type of responsibility delegation noted by both P.L. Pearce (1990) and Dredge & Moore (1992), the situation may be rather more complex than this. Tourism planning responsibility has not been specifically, or statutorily, allocated to the regional council sector, and those councils who are actively involved with tourism have done so of their own volition. On the basis that responsibility can only be delegated by those to whom it is initially allocated, then these regional council behaviours are not delegatory as such. Rather, they represent a practice of accepting as legitimate only those tasks which have been clearly identified as their own, and abdicating, rather than delegating, all other responsibilities. In situations such as these, as Gunn (1988) has noted, the absence of clearly articulated national tourism strategies has again proven to be a serious structural weakness.

In summary, most regional councils appear to have experienced some difficulty in seeing the relevance of tourism to their own strategic planning responsibilities. Though moderately supportive of regional tourism strategies *per se*, they clearly believe that the mechanics of policy determination and implementation are the legitimate preserve of the RTO network and of the industry itself, working within a policy framework established by territorial authorities. Thus, they are happy to endorse regional strategic planning for tourism as a sound proposition, provided that they themselves are not directly involved, and provided the tourism industry makes no major calls on regional council finances. From a regional council perspective, it seems that tourism policy and planning is seen as 'not my job', and that the determination of specific visitor management strategy is most appropriately left in the hands of lower levels of administration.

Tourism Planning and Territorial Councils

As the responsibility for tourism policy decision making is delegated, or abdicated, ever further down the political chain of command, and additional levels of administration are inserted between the original supply policy decisions and the realities of visitor demand, the linkages between primary intent and eventual result become more and more strained. By the time the territorial council level is reached, the approach to policy determination

is more and more fragmented, and inconsistencies in implementation become more clearly apparent.

These inconsistencies initially manifest themselves in the job titles owned by those individuals who had been designated as 'the person in council best qualified to respond' to the mail survey questionnaire (see Table 2, p. 104). The 53 surveys that had been completed by individuals other than the original addressee reveal five functional categories of respondent, classifiable as policy and planning (31.5% of all respondents), service provision (13%), marketing (13%), economic development (11.5%), and tourism (7%). This fragmented approach to classifying the tourism phenomenon supports Butler's (1994) comment that public sector planners can be hampered by a lack of tourism industry understanding, and may additionally be seen as providing the foundations for many of the critical observations which follow.

The TLA sector's response to its statutorily determined responsibilities provides solid support for the observations made in the previous section, in that the required District Planning model is recognised, accepted, and readily adhered to. Indeed, unsolicited commentary from many respondents provides some anecdotal suggestion that the District Planning cycle serves as the defining feature of TLA operations, providing both a reassuring framework to govern tactical and operational behaviours, and a tangible limitation to activities which have not been included in the District Plan. The clearly observed conformity with District Planning requirements was reminiscent of regional council attitudes to their Regional Policy Statement responsibilities, and raised the question of whether TLAs would mirror their regional counterparts in using the legislation as a justification for rejecting any involvement with local area tourism.

The answer to that question appeared to be a qualified 'no'. One of the key findings of this part of the research was the all but unanimous financial commitment to tourism by the TLA sector. Though the research did not attempt to quantify that commitment, nor to further investigate the intended purpose of such funding, such a unilateral response to the finance question suggests that this stratum of government accepts that it has a role to play in managing the development of the local tourism industry. However, a propensity to provide some level of tourism funding is not accompanied by a similarly universal desire to become involved in planning - as Table 2 (p. 104) shows, almost two thirds of

councils have chosen to omit any consideration of tourism issues in their District Plan, and a vast majority of the others would accord tourism only a 'minor' reference. As definitions of what constitutes a 'minor' section are clearly open to interpretation, it may be prudent to conclude that only three out of the 70 respondents have chosen to significantly highlight tourism as a strategic policy issue.

Interestingly, there is no apparent correlation between tourism's importance to the community and its inclusion in the District Plan - of the three councils who have chosen to include tourism as a major component of their District Plan, one (Rotorua District) is clearly a major tourism destination, one (Nelson City) is an important secondary destination, and one (Southland District) is arguably a minor destination. These findings support Hall's (2000) comment that individual planning agencies will bring their own perspectives to bear in terms of the planning situation that confronts them, and that the developmental direction finally selected will be hugely dependent on a range of site-specific local influences.

A further important issue relates to the apparently tenuous relationships between what councils say and what they do, a conflict between thought and action which has been previously highlighted by Butler (1998). Though 93% of all respondents believed that a local tourism strategy was either 'extremely desirable' or 'quite desirable', this belief was not entirely reflected in subsequent action. Fully 40% of all respondents stated that there is no specific local tourism strategy in place, this number including the councils primarily responsible for two key tourism destinations (Auckland City and Queenstown Lakes District). These comments firstly serve to highlight that support for local strategy determination does not automatically translate into affirmative action, and secondly to illustrate a clear example of the 'left hand not knowing what the right is doing'.

Both Auckland City and Queenstown Lakes contribute funding to their respective RTOs, and both of these RTOs have been active participants in the preparation of a local tourism strategy. The fact that these respondents chose not to mention these strategies, when 'mostly prepared by RTO' was a specific tick-box option for them, would seem to indicate that 'the person in council best qualified to answer' was in fact unaware of the extent to which local tourism strategies had been prepared. This apparent lack of co-

ordination amongst involved institutions is indicative of the fragmented nature of tourism identified by Middleton & Hawkins (1998), and does little to inspire confidence in the agencies concerned.

Of the 42 councils who did choose to become involved with local tourism, a total of 13 either prepared their tourism strategy internally, or employed an external consultant to do this work for them, clearly accepting tourism policy and planning as a legitimate part of their role in the community. For the most part, these councils were not representative of high volume, high profile tourist destinations, and could thus be visualised as those who were involved with the preparation of low-key plans for low priority issues within their communities. In circumstances such as these, writers such as Lane (1994a) have identified significant opportunities for the introduction of a community planning model, and this is an issue that is explored further as part of the Chapter Five discussions.

The 29 respondents who primarily relied on an RTO to undertake the tourism strategy process for their local area were clearly adopting the type of delegatory approach described by both P.L. Pearce (1990) and Dredge & Moore (1992), though the following section relating to RTO planning will indicate that the distinction between TLA and RTO is often considerably blurred. Since the local government reforms of the 1984-1990 Labour administration, described by Bush (1995), councils have tended to take a more entrepreneurial view of their role in economic development for their area, and the establishment of strategic business units - either a semi-autonomous organisation or an internal council department - has been a common response (McKinlay, 1994; 1998). Thus, though some councils have indeed delegated their responsibilities, in the sense of providing a financial contribution but otherwise declining involvement, it has been more common to isolate or 'ring-fence' these responsibilities through the creation and support of an RTO in which they retain some form of controlling interest.

These observations are reflected in TLA responses to the 'allocation of planning responsibility' questions. In relation to national and regional government roles, there is some difference of opinion with their regional counterparts in terms of planning level (the small, and unequal, sample sizes negate any possibility of formal statistical testing in this respect). Figure 24 (p.109) displays a clear distinction between strategic, tactical,

and operational issues in terms of appropriate planning responsibility allocations, though the relatively weak levels of overall support are similar to regional responses. Conversely, solid support for RTO and local industry participation is very much in line with regional council attitudes, which in turn serves to highlight a substantial difference of opinion in terms of the role that TLAs perceive for themselves.

Here, exactly 50% of all respondents believed that their councils should be directly involved with operational planning for local tourism, whilst approximately 60% of respondents saw a parallel role for council at a strategic and tactical level. These attitudes provide additional evidence of councils' inclination to accept significant responsibility for sub-national tourism policy and planning, but it is at this stage that some difficulties begin to make themselves known. Many of the verbatim comments made by councils (see examples on pp. 107-108) show symptoms of knowing what they should do, whilst being unsure how to do it, a scenario previously identified by Middleton & Hawkins (1998) and clearly articulated by New Zealand Tourism Board Chief Executive George Hickton.

Hickton argues (pers.comm., 2000) that many TLAs have little prior experience with the tourism industry, and are decidedly ill equipped to fully understand the scope and nature of its impacts. In this respect, the somewhat ephemeral nature of tourism economics has often hampered any attempts to precisely quantify its benefits, and TLAs are therefore limited in their ability to demonstrate such benefits to locally resident ratepayers. Consequently, there will always be an underlying reluctance for them to commit funding to tourism, and to accept the basic principle that inadequate investment will inevitably result in inferior performance. As a result, a full appreciation of the industry's economic value may only occur when it is too late, in circumstances where fragmented and under-funded development has resulted in the perceptible, and perhaps irreversible, decline of an entire local tourism industry.

As a result, it is hardly surprising that many TLAs seem unsure of whose responsibility tourism development should be, and of how to structure their involvement to realise the best return on their investment. Thus, though there is considerable agreement in terms of the need for local tourism strategy development, and all but complete support for at least

some level of council funding for the local industry, there does not seem to be any real consensus on how to go about discharging the tourism planning responsibility. Many councils seem to 'want to help but don't know how', whilst the local tourism industry is all too often reluctant to commit the necessary time, effort, and money. Consequently, further delegation through the majority funding of a regional tourism organisation is a frequent response, one which sometimes appear to function as an escape route for a sector that does not quite know what else to do next.

It is therefore possible to isolate two conflicting perspectives which can combine to influence TLA attitudes to local tourism. At one extreme, inadequate tourism experience and understanding may prompt a reluctance to fully commit to the industry and, at the other, awareness of national policy initiatives may result in councils being loath to isolate themselves from an economic activity that is widely promoted as beneficial for local government - as Hall (2000) has commented, political influences can intrude to the extent that local tourism strategy becomes little more than a pale imitation of national tourism policy. Under these circumstances, many TLAs have appeared to target a middle ground, through the allocation of extremely conservative funding levels, and there appears to be a danger that such an approach may result in a paraphrased version of earlier NZTB comment - mediocre levels of investment may generate mediocre performance, with the consequent threat of ratepayer challenges to the basic question of whether local councils should invest in tourism activity at all.

Tourism Planning and Regional Tourism Organisations

The strong relationship between the TLA and RTO sectors is immediately perceptible from the nature of legal status, and the primary sources of funding, identified by the 25 respondents to the RTO survey (see Table 3, p.109). Eight out of 25 respondents were, in effect, wholly owned subsidiaries of the TLA sector, functioning either as internal council departments or adopting an alternative operating structure, whilst a further eleven RTOs source more than two thirds of their income from local government sources. In this respect, though the RTO sector is nominally a separate entity from local government, it is apparent that the distinction may be more imagined than real. Through the TLA sector exercising a direct ownership, funding influence, and/or participation in governance - 21 out of 25 respondents report a TLA representation on their Board or

equivalent - the majority of RTOs are arguably classifiable as an operating division of the councils who sponsor them.

Given the highly specific nature of their activities, universal RTO support for the formulation of local tourism strategies was predictable and, as Table 3 (p.109) shows, this prior assumption proved to be justified. All but one respondent rated local tourism strategy development as 'extremely desirable', and attitudes towards the feasibility of strategy formulation were appreciably more positive than regional council or TLA opinions - here, 17 out of 25 respondents felt that the preparation of a local tourism strategy was 'extremely easy' or 'quite easy'. In addition, perceptions of an appropriate allocation of planning responsibility managed to achieve a form of middle ground between regional and territorial opinion, though an element of TLA influence had made its presence felt.

RTO respondents were clearly able to make the distinction between strategic, tactical, and operational levels of planning, at least as they relate to governmental involvement. The graphical depiction of RTO ratings shown in Figure 23 (p.110) illustrates a classical stepped shape to respondents' categorisations, with the perceived role for government diminishing as the planning process moved from a long-term orientation through the medium term to the short-term. Again predictably, there was but one dissenting voice (at operational level) to challenge a unanimity of opinion that RTOs should be involved at all three temporal levels of planning, with a marginally lesser role being visualised for the local tourism industry. In this latter respect at least, regional councils, TLAs and the RTO sector were in complete agreement, as Table 4 overleaf shows.

In other areas however, the existence of a harmonious relationship between TLA and RTO is considerably less certain. Though territorial councils uniformly provide some degree of financial support for their local tourism industry, and continue to exert substantial influence over its development, the ultimate success of this approach is inevitably limited by the RTO sector's ability to discharge the development planning responsibilities that councils allocate to it. In this respect, many RTOs continue to operate in an environment where future access to local government funding can not be confidently assumed - as one RTO put it, its relationship with an associated TLA is

characterised by the “drama of fighting council for funding every year”. Indeed, one example of an RTO seriously threatened by the removal of regional funding has already been noted (see p.117), and one other currently operates under the constraints of a TLA funding guarantee which is reviewed six-monthly.

Table 4 : Comparative Allocations of Local Tourism Planning Responsibility			
Planning Responsibility	Regional Council Allocations (proportional)	Territorial Council Allocations (proportional)	RTO Allocations (proportional)
Strategic Planning			
Central Government	.25	.37	.48
Regional Government	.17	.24	.40
Local Government	.33	.60	.68
RTOs	.92	.74	1.00
Local Industry	.75	.76	.72
Tactical Planning			
Central Government	.25	.26	.24
Regional Government	.08	.23	.32
Local Government	.42	.60	.60
RTOs	.92	.77	1.00
Local Industry	.75	.80	.72
Operational Planning			
Central Government	.00	.16	.08
Regional Government	.08	.15	.12
Local Government	.33	.50	.32
RTOs	.92	.71	.96
Local Industry	.59	.84	.80

From a broader perspective, none of the RTOs surveyed felt that existing funding levels were adequate to finance their desired activities, whilst thirteen out of 25 respondents believed that current funding “slightly restricted” or “seriously restricted” their ability to function in an effective manner. It is therefore necessary to raise the possibility that, despite the apparent stakeholder agreement on planning responsibility allocations, the existing institutional structure may not in fact be capable of supporting an effective strategic planning approach at a sub-national level.

Endorsing the general thrust of such concerns, the NZTB’s George Hickton believes that the current structure is excessively fragmented, and may therefore struggle to provide the necessary level of support for national marketing strategies. Furthermore, he argues that tourism growth in peripheral regions would be better facilitated by a hub and

spoke clustering of RTO activity around five recognisably senior organisations representing the “blue ribbon” destinations, and suggests that such an approach will simultaneously serve the best interests of both primary and secondary regions - a key element is that the latter accept the desirability of strong visitor growth in their associated hub. (Hickton, pers.comm., 2000).

This style of approach may have highlighted an important question for, as the Minister has commented, the critical issue is not so much the number of RTOs, but rather is the nature of the structural arrangements which will best achieve the goals of regional and local government sponsors (Burton, pers.comm., 2000). In this respect, the following paragraphs serve to summarise the nature and extent of existing arrangements, and to set the scene for the specific examination of planning processes described in Chapter Five.

4.5 Conclusions

As Page & Thorn (1997) have noted, much of the relevant literature assumes that tourism planning exists as a well defined, well organised, and highly focussed activity within government. They comment that, in most cases, the reality can be very different, and Chapter Four results offer considerable support for their conclusions.

At a national level of policy determination, New Zealand’s decision to structure its tourism industry without the benefit of a formal national tourism plan has proven to be highly influential, and has helped to generate an environment in which conflicting institutional responses to tourism planning issues are readily evident. Thus, in the absence of any mandatory requirement to contribute to an overall national tourism strategy, the Office of Tourism and Sport has chosen to concentrate on the articulation of a national research strategy, and attention to research issues has been the principal focus of Office endeavours to date. Much of its additional work can be classified as tactical or operational in nature, and highlights the Office’s role as a mediator between central government and tourism industry practitioners - here, the activities of choice seem to be rather more ‘hands-on’ than the original intent of central government policy.

Similarly, the New Zealand Tourism Board has chosen to narrowly interpret the enabling provisions of its founding legislation, treating a core marketing function as sacrosanct, and allowing the legislation to both define and limit its subsequent actions. As a result, it has moved away from any ambitions to position itself as a broadly-based national tourism organisation with wide-ranging interests, instead choosing to refine its marketing and promotional activities to the extent that it can arguably be classified as a highly specialised and fairly effective international advertising agency.

In contrast, the Department of Conservation has taken a quite opposite view of its tourism planning responsibilities. Though preparation of a formal tourism strategy for publicly owned land was certainly prompted by the requirements of its founding statute, the Department appears to have interpreted this controlling legislation as a foundation principle rather than a detailed prescription. Using the Conservation Act as an empowering, rather than limiting, influence over its subsequent actions, DoC has therefore been able to approach its strategic planning function in a manner that extends well beyond specifically articulated responsibilities - rather than take the view that 'this is all we need to do, so this is all we will choose to do', the DoC approach has been much more closely aligned to an attitude of 'if we're going to do it, let's make sure we do it as best we can'.

However, and despite DoC's highly commendable efforts, the translation of national level legislative intention into policy and planning action has been disappointing - in essence, strategic planning for tourism has occurred only in instances where legislation demands that it take place, and has been noticeably absent where such compulsion does not exist. In addition, though formal strategy documents have been prepared to control the marketing of New Zealand abroad, and to manage the effects of visitor activity in the national estate, the historical lack of an overall national strategy for tourism development has meant that these documents are less than perfectly aligned with each other. At this stage then, and conceding that the recently released TIANZ national tourism strategy may well prove to be an important catalyst for substantial future changes in the national level planning arena, the current environment provides a somewhat shaky foundation for subsequent regional level activity.

In these circumstances, it is unsurprising to note an atmosphere of regional compliance with the letter, rather than the spirit, of the law. Regional Policy Statements have been produced as required by legislation, and there is no reason to doubt that the content of these strategic planning frameworks is of anything less than acceptable quality. However, in circumstances where strategic planning is not specifically required, there is a consequent variation in the quality of formal planning responses observed. For many councils, the considerable workload associated with their mandatory obligations has been sufficient to fully occupy their efforts, and their attention to these prescriptive statutory elements has been far more comprehensive than their responses to permissive or optional legislation. In this respect, whilst expressed attitudes to tourism planning reflect a generally positive spectrum of opinion, specific instances of regional council involvement in a tourism planning process are relatively infrequent.

At a local level, the TLA sector (aided and abetted by the 26 regional tourism organisations) appears to be much more enthusiastic about tourism planning than its regional counterparts. Thus, though this chapter has already suggested that ‘don’t know, don’t care’ might be a valid summary of regional council attitudes, a similar evaluation of TLA perspectives might well be better expressed as ‘want to help, but don’t know how’. In this respect, TLAs appear to harbour a considerable degree of uncertainty in terms of what the tourism industry offers them - councils generally acknowledge and accept the industry’s potential as a contributor to local wealth, but lack the necessary level of understanding to adequately manage tourism development, or to promote its economic benefits to resident ratepayers.

For the TLA sector, and indeed for their regional counterparts, there is a consequent degree of ambivalence in their responses to what the relevant legislation allows them to do, and a similar variation in attitudes to the tourism planning process itself. For example, unsolicited comment from one regional council indicated that its own planning process had historically been threatened by insufficient levels of industry co-operation amongst local businesses unaccustomed to thinking regionally, whilst three separate responses from the TLA sector introduced two fresh perspectives - according to these councils, the single most important tourism planning issues were the voracious consumption of time and money that the planning process represents.

An element of polarisation in attitudes towards tourism planning is aptly demonstrated by a direct quote example taken from each end of the attitudinal continuum. The negative view is exemplified by the respondent who opined that tourism planning should be left to the tourism industry itself, and commented that :

“If it involves central government it will be a shambles, central government has already shown itself to be totally inept on tourism related issues. If tourism planning has any place in our economy, it should be carried out within the tourism industry and at their own cost”.

A more positive approach is taken by the respondent who commented that :

“Like all things, if you approach it the right way you can get it done, with plenty of consultation. Easy and difficult don’t seem to be the right questions, expensive or cheap might be more relevant. On that basis you get what you pay for !”

The question is an important one, for the RTO sector responses to Chapter Four research have claimed, quite possibly with some justification, a serious under-funding by local government and an all but zero funding by the industry it seeks to serve. This is by no means a recipe for optimum performance, for it does seem to be fundamentally unfair for a local tourism industry to criticise its RTO when, in many cases, that industry’s own contribution to regional or local efforts is negligible at best. Add to the equation an apparently obvious over-supply of discrete and separate RTOs, and the emergence of turf protection battles and individual struggles for survival are likely outcomes. In the end, however, these small organisations do not have the critical mass to survive, let alone function appropriately, and their eventual demise will provide ready ammunition for local government critics who claim that the funding of local tourism is a poor investment for regional and territorial government.

The research objective set for this chapter was to “ascertain the methods used by national, regional and local agencies to determine tourism development strategies at

national, regional and local level". At the close of this chapter, it appears reasonable to initially suggest that the methods adopted by the relevant national level agencies are many and varied; and that the impacts of what is a somewhat uncoordinated and haphazard approach have inevitably communicated themselves to the sub-national tourism planning environment. Thus, the reasonably generous devolution of planning authority established as a result of Chapter Three research has not been fully capitalised upon, and there does, as a result, appear to be a reasonably wide gulf between national level intention and regional/local level realisation.

Under these circumstances, it is not surprising to note that the overall atmosphere which pervades sub-national tourism planning is one of similarly fragmented attention to what is, or at least should be, a major issue for many of the responding institutions. As such, though there is some evidence of agreement in terms of appropriate tourism planning activities - in simple terms, territorial government will provide guidance and finance for local tourism strategies determined by RTOs and the tourism industry, and regional government will monitor the resulting effects of tourism on the physical environment - it is important to emphasise that the current structure appears to operate independently, without any strong degree of consensus, and according to a widely fluctuating set of rules. In these circumstances, the need for a comprehensive review of the quality of these planning activities has clearly been reinforced, and this is the objective that is addressed in the chapter which follows.

5. DEVELOPMENT AND APPLICATION OF A PLANNING PROCESS ASSESSMENT INSTRUMENT

Fig. 24 : Chapter Five Objective and Methods		
Chapter	Research Objective	Methods
Chapter 3 : Evolution of Tourism Policy and Planning Structures in New Zealand	Describe the structural arrangements that have been established to guide tourism planning activities in New Zealand.	Secondary data review
	↓ ↓ ↓	
Chapter 4 : Sub-national Tourism Planning : Institutional Attitudes and Behaviours	Ascertain the methods used by national, regional, and local agencies to determine tourism development strategies at a national, regional and local level.	Personal Interviews Mail Surveys
	↓ ↓ ↓	
Chapter 5 : Development and Application of a Planning Process Assessment Instrument	Evaluate the extent to which sub-national tourism development strategies incorporate the principles of stakeholder participation and strategic orientation.	Design and application of quantitative scale
	↓ ↓ ↓	
Chapter 6 : Local Resident Evaluation of Tourism Strategies	Establish quantitative levels of local resident support for a cross-section sample of sub-national tourism development strategies.	Mail Surveys
	↓ ↓ ↓	
Chapter 7 : Planning Process Quality and Local Resident Evaluations	Evaluate the implications of stakeholder participation and strategic orientation in terms of subsequent levels of local resident support for sub-national tourism development strategies.	Statistical Analysis

At the conclusion of Chapter Four, a portfolio of 26 local tourism strategies had been assembled, representing a substantial majority of those sub-national development plans that have been formally documented in New Zealand. To evaluate the strategy formulation approaches used in the preparation of each plan, the research described in Chapter Five developed and applied a quantitative instrument to rate individual planning processes against desirable aspects of community participation and strategic orientation. This methodology allowed a rank ordering of strategies by quality of the planning approach adopted, and the subsequent selection of a three document sample for further

analysis⁽⁴⁾. The intentions of the research reported in this chapter can therefore be described in terms of the key tasks listed below.

5.1 Key Tasks

- * Synthesise key elements of the literature relating to stakeholder participation and strategic planning, into a criteria set which reflects the critical elements of an optimal tourism planning process.
- * Operationalise the previously determined criteria set into a reliable and internally valid quantitative rating instrument.
- * Apply the quantitative rating instrument to the range of tourism planning documents assembled during the research reported in Chapter Four.
- * Use the results of quantitative ratings to rank order the assembled tourism strategy documents in terms of their assessed conformity with stated criteria.
- * Select three examples of tourism strategy for further evaluation.

5.2 Methodology

Previous sections of this thesis have proposed that those planning processes which include the twin concepts of multiple stakeholder participation and strategic orientation will positively contribute to enhanced levels of local resident support for the plan which subsequently ensues. As an initial step towards verifying this proposition, it was necessary to measure each planning process against a criteria set which incorporated the key elements of each contributing concept.

The research described in this chapter builds upon the foundations established by the backgrounding of policy and planning structures provided in Chapter Three, and the analysis of institutional responses presented in Chapter Four, to move into a more specific evaluation of the actual processes used to produce sub-national tourism strategies in New Zealand. In order to achieve this objective, the chapter describes the process by which a quantitative instrument was developed to address this objective,

⁽⁴⁾ The research reported in this chapter has been published in the refereed journal 'Current Issues in Tourism', (2001), Vol. 4(1), pp. 3-41. See Appendix A for full biographical reference.

explains how the instrument was used to conduct a quality evaluation of all 26 planning processes, and outlines the criteria by which three specific tourism development strategy documents were selected for further evaluation. Figure 25 below summarises, in chronological fashion, the approach used to carry out this process.

Fig. 25 : Chapter Five Methodology

Stage 1 : Draft Instrument Construction
Stage 2 : Draft Instrument Application
Stage 3 : Draft Instrument Refinement
Stage 4 : Refined Instrument Application
Stage 5 : Planning Process Sample Selection

The Planning Process Assessment Instrument discussed in this chapter was designed and implemented according to an approach described by McDougall & Munro (1987), and subsequently adopted by both Lankford & Howard (1994) and Ap & Crompton (1998). As such, the instrument design process commenced with the isolation of an operational definition for two central concepts being assessed - stakeholder participation and strategic orientation - in order that each might then be expressed as a broad construct, capable of translation into a more specific list of component domains. The literature review presented in Chapter Two was used to generate both operational definitions and contributing domains, and the draft instrument structure initially comprised three discrete domains which would together address the concept of stakeholder participation, and a further four domains similarly aligned to the concept of strategic orientation. This basic framework was then used as a foundation for the generation of specific instrument items.

Draft Instrument Construction

Each of the seven domains established at the outset of the instrument design process was operationalised through an item generation procedure based on both the literature review presented in Chapter Two, and on the implementation of a supplementary 'experience survey' technique (McDougall & Munro, 1987). In the latter case, though a pool of potential items had already been identified from literature review sources, this initial collection was augmented by a number of items suggested by staff members at the researcher's own educational institution. Five colleagues at the institution's School

of Management were individually approached and asked to imagine a scenario in which they had set a student assignment requiring the design of a 'comprehensive strategic planning process which would serve to guide the future development of tourism in a peripheral region of New Zealand'. Each individual was then asked to independently prepare a detailed marking guide which would enable a naive assessor to grade the work submitted in response to such an assignment.

Each of the five people approached to participate in this project was selected on the basis of his or her familiarity with the principles of strategic management. Colleague A is a recently retired professor of management from a prominent Australian university; colleagues B and C are currently co-participating in the delivery of the third year Strategic Management paper at the researcher's own institution; colleague D lectures in second year Organisational Behaviour at the same institution; whilst colleague E is primarily responsible for the development and delivery of that institution's second year Tourism Management paper. Thus, as McDougall & Munro suggest, the assessment items generated by the relatively broad sweep of the literature review conclusions have been considerably enriched by the addition of items which emanate from the more specific perspective of subject experts.

Written responses to this exercise were collated by the researcher, assigned to one of the seven previously established domains, and combined with the literature review items to generate a provisional item bank. In this respect, though the McDougall & Munro (1987) model had provided much of the justification for instrument design, the individual items were also structured in accordance with a number of design criteria recommended by Thorndike (1997) :

- * Item wording was designed to require objective evaluations of fact, rather than subjective expressions of opinion.
- * In the absence of strong contrary evidence, and anticipating the attention paid to this issue in Chapter Seven, the instrument was designed without item weightings - each item was provisionally assumed to make an equal contribution to the overall score.

- * Rather than use a simple dichotomous (tick or cross) format, the instrument made provision for four possible levels of response to each item. This issue is further discussed in the paragraphs which follow.

Though it was envisaged that the final version of the assessment instrument would be used to assess specific regional or local planning exercises against a theoretical 'best practice' model, and that a simplified 'yes or no' response to each item would offer a clear advantage in terms of simplicity, Thorndike (1997) argues that this approach will often be markedly inferior to a system of graduated responses. Therefore, the instrument was structured to allow the award of a 3, 2, 1 or 0 rating for each individual item, this rating being guided by the following classification of observed performance levels :

- * Award 3 if the item has been treated as **essential/vital** to the process
- * Award 2 if the item has been treated as **valuable/useful** to the process
- * Award 1 if the item has been treated as **peripheral/incidental** to the process
- * Award 0 if the item has been **omitted/ignored** during the process

These instructions were moderated by two further conditions, established to assist in the conduct of the instrument refinement process described in the following section. During initial applications of the draft instrument to the assembled inventory of 26 sub-national tourism plans, assessors were permitted to award a score followed by a question mark for those items for which their score awards were uncertain; and secondly, they were able to allocate an ND (no data) rating to items whose performance levels were not clearly apparent from the planning document studied.

Finally, items were assessed for content validity, and clarity of wording, by the same expert panel which had originally contributed to item generation. Adopting Zaichowsky's (1985) suggestions, panelists were asked to rate each item as (a) definitely relevant; (b) possibly relevant; or (c) definitely not relevant to the concept being measured. Items were retained if they were endorsed by at least three panel members as definitely relevant, or alternatively if no more than two panelists sought to discard the item. In addition, the panel was asked to assess the clarity and readability of the items selected for retention, and to suggest language modifications to those items for

which those aspects were marginal. The draft instrument which resulted from this process contained 75 individual items, each of which was believed to contribute to an acceptable degree of face validity for the entire instrument - a copy of this first draft version is included in Appendix G to the thesis.

Draft Instrument Application

Prior to discussion of the methods used in a preliminary application of the draft instrument, it is important to note that conventional pre-test techniques could not realistically be implemented - in a situation where the available sample, and virtually the entire research population, comprised the 26 written strategy documents obtained in Chapter Four, it was not possible to administer any form of pilot assessment with a screening sample drawn from the population of interest.

However, as Robson (1993) has commented, the static nature of written data is conducive to a test and re-test procedure - in other words, though the draft instrument would obviously be used to carry out an initial 75 item assessment of all 26 plans, there was no reason why this procedure should not be repeated once conventional refinement techniques had been used to rationalise the instrument structure. In this approach, the entire population of interest is subjected to what is effectively a pre-test, using the draft version of the instrument, and the process repeated once a refined version becomes available. Therefore, each of the 26 tourism strategies was independently evaluated by three individual assessors, each of whom was selected by the type of purposive sampling procedure described by Jennings (2001) and briefly discussed below.

Purposive sampling is a form of non-probability technique which requires the researcher to choose the specific individuals whose opinions will be included in the data collected. It implies an element of researcher judgement in selecting those people who are most appropriately included in the study, perhaps based on their familiarity with an unusually technical subject matter, or alternatively because of a close alignment of their personal characteristics with criteria associated with the broad goal of the study - in other words, the technique attempts to ensure that opinions are sought only from those individuals who are technically competent to express such an opinion.

In this particular instance, the choice of three individuals to act as planning process assessors was strongly influenced by two primary considerations. Firstly, there was thought to be considerable potential for bias in the administration of an untested first draft instrument to an unavoidably small number of cases, and access to three independent opinions would at least allow an evaluation of rating variability between assessors. Secondly, as it was envisaged that a final refined version of the instrument would eventually be used, in specific field implementation circumstances, by industry practitioners with varying levels of formal management ability and expertise, the three assessors were selected to be representative of that intention.

In this context, Assessor A is a practising management consultant with strong academic credentials, someone for whom an extensive knowledge of strategic management theory is a necessary component of the professional services he offers; Assessor B is a well-performed third year undergraduate student in the School of Management at the researcher's institution; and Assessor C is an experienced industry practitioner whose employment history includes management positions with both large and small tourism employers. It is therefore suggested that the selected blend of assessor characteristics was able to introduce a reasonably wide spectrum of abilities and attitudes to the evaluation of assembled strategy documents.

After an initial period of instruction in the use of the draft instrument (see the 'instructions to assessors' enclosed as part of Appendix G), each assessor was required to work in complete isolation from the others, and to complete their assessments without further guidance from the researcher. In an instance where assessments could be completed without resort to either the 'question mark' or 'no data' options, the resulting responses were directly incorporated into the overall data set. However, an alternative approach was adopted when 'question mark' or 'no data' responses were evident.

A score accompanied by a question mark was initially compared with the score allocations of the other two assessors and, in an instance where uniformity of scoring was observed, the allocated question mark score was accepted as accurate. However, in instances where scoring disparity between assessors was noted, the allocated mark was either retained or amended by the researcher acting as an independent referee. In this

respect, the possibility of referee bias was not considered to be significant - a total of 66 'question mark' scores were evident in the 5850 scores awarded (three reviewers x 26 plans x 75 items), and the refereeing process resulted in amendments to provisionally awarded marks on 28 occasions, or less than one half of one percent of the total.

A more important consideration was related to a discovery that many of the 'strategies' examined by assessors were structurally very different from the type of strategic plan which features prominently in the management literature and which had strongly influenced the framework of the draft assessment instrument. In circumstances such as these, where the content of the document under review could not be readily reconciled with the structure of the draft instrument, a significant number of 'no data' responses were recorded by assessors. As an initial response to this difficulty, and in cases where the 'no data' influences were of a relatively minor magnitude, a mean score of 1.5 was substituted for the 'no data' response - according to Babbie (1998), this approach allows the retention of valuable data in an otherwise fully completed assessment, whilst minimising the introduction of unsubstantiated variability into the item in question.

However, a strategy was disqualified from further consideration if the quantum of missing data became unacceptably high, and an arbitrary decision was made to discard any strategies for which more than five 'no data' responses were logged by any one assessor. In practice, the selection of five 'no data' gaps as an acceptable benchmark figure for case retention proved to be a useful device, in that fifteen of the nineteen retained assessments were incomplete in some minor respect - conversely, the seven assessments disqualified at this stage of the process featured a total (all three assessors combined) of 21, 23, 24, 33, 51, 53 and 77 'no data' responses. These 'strategies' could therefore be seen as seriously deficient in terms of their attention to stakeholder participation and/or strategic orientation elements, and this is an issue that is revisited in section 5.4 of this chapter.

Draft Instrument Refinement

The instrument design process continued with application of McDougall & Munro's (1987) recommended scale refinement techniques, designed to eliminate those scale items which were ineffective in differentiating between assessed subjects, and to

simultaneously reduce the number of assessment items to more manageable proportions. Thus, a conventional series of coefficient alpha calculations (Cronbach, 1951) was carried out to evaluate the internal consistency of the draft instrument, both in terms of the relationship of individual items with their domains, and of domains to the entire instrument. The objective of this approach was firstly to verify that the individual items grouped within a particular domain were actually contributing to what the relevant domain purports to measure; and secondly that the battery of domains that had been established in the early stages of instrument development were indeed relevant to the overall assessment the instrument claims to provide. Adopting Lankford & Howard's (1994) suggestion, individual items which failed to meet an item-to-total correlation of .50 were tentatively discarded, with coefficient alpha being recalculated after each reduction in the number of scale items - if the removal of an item resulted in an improved overall alpha, the provisional decision to discard was confirmed.

However, the conventionally recommended factor analysis technique (McDougall & Munro, 1987) was not implemented at this stage in the purification process. Although previous authors (e.g. Lankford & Howard, 1994; Ap & Crompton, 1998) have used factor analysis for its data reduction properties, and have as a result been able to achieve a considerably more concise evaluation instrument, the latter authors have noted that a minimum of five cases for each instrument item is necessary before a meaningful analysis can be performed. Using this benchmark, the technique would have been feasible only if 375 or more cases were available (75 instrument items x 5 cases per item) and, as Ap & Crompton (1998) argue, the conduct of factor analysis with a smaller sample than this would have been unreliable to the point of futility.

At the conclusion of the instrument refinement process, the original 75 item draft had been rationalised into a 36 item 'refined' instrument - a copy of this instrument is also supplied as part of Appendix G to the thesis.

Provisional Instrument Application

Prior to the conduct of a second, or re-test, assessment procedure, this time using the refined 36 item instrument rather than the 75 item draft, it was necessary to consider the issue of face validity related to data collected during the initial assessment - these data

were obtained as a result of theoretically objective judgements made by three individual assessors and, in these circumstances, there is some potential for rater bias which can seriously prejudice the validity of the results obtained. Robson (1993) has noted that variability in assessor gradings can result from differences in document length and presentation style and, in this instance, an additional degree of bias was anticipated due to the impossibility of maintaining anonymity in the individual plans being reviewed. Tests of inter-rater reliability were therefore conducted, using the process recommended by Burry-Stock et al (1996).

This method was chosen, firstly because of its ability to include more than two assessors in the comparison process; and secondly because it was specifically designed for situations where multiple assessors use an identical rating scheme to evaluate one or more subjects. The Burry-Stock statistic is expressed as a value between zero and 1.00, and the authors have described a rating of .70 as evidence of a relatively high level of agreement. Evaluation of assessor performance, across the full range of nineteen (75 item) subjects, revealed a coefficient of agreement at .687, a result which was considered satisfactory in terms of containing inter-rater bias within acceptable limits.

The initial 75 item scores for the surviving nineteen strategies were then discarded, and replaced by an evaluation based on the 36 item instrument which had resulted from the scale refinement process. In other words, for each individual assessment of each individual plan, a revised assessment was conducted using only the 36 surviving instrument items, and deleting the recorded scores for those 39 items which were discarded during the instrument refinement process. Finally, following the suggestions of Bordens & Abbott (1991), each case was then allocated an aggregate score - the sum of all three individual assessments - before this aggregate was expressed as a proportion of the maximum possible score. This allowed the production of a rank order of tourism plans by perceived process quality, and the subsequent determination of three suitable examples for further investigation.

Planning Process Sample Selection

Having completed a review of the planning processes as required by the objective set for this chapter, a critical linkage to Chapter Six was provided by the identification of three

exemplar planning processes for further consideration. The selection of suitable candidates was informed by the following key criteria, themselves strongly suggested by the nature of the research objective set for this chapter :

- * The key criterion was to prepare for future comparisons by selecting one plan from the upper range of scores as determined by the results of plan assessment; by selecting one plan to represent the middle of the assessed planning quality spectrum; and by selecting one plan from the lower range of assessed scores.
- * The three selected plans would ideally reflect high, medium and low scores which were consistent across all domains as well as over the entire assessment. In other words, the high scoring example should out-perform the mid-range example in each individual domain as well as in total score awarded; and the mid-range example should similarly out-perform the low score example.
- * It was additionally necessary to control for extraneous variables to the greatest possible extent. Therefore, the chosen planning locales would ideally display similar population characteristics, degree of urbanity/rurality, and level of current tourist activity.
- * The three selected plans should be publicly available to residents in the relevant locales, and not be subject to potential breach of commercial sensitivities.

Recognition of these conditions considerably simplified the selection process, to the extent that one particular combination of plans was significantly superior to the others in terms of meeting the majority of these requirements. It was this combination of three specific examples that was carried forward for further investigation in Chapter Six.

5.3 Results

Construction of the first draft assessment instrument commenced with the determination of an operational definition for the two central concepts under investigation in this thesis. Stakeholder participation and strategic orientation have been discussed at length in the literature review at Chapter Two and, although some ambiguity continues to exist in terms of the practical value of each of these concepts, both have been thoroughly

analysed by previous authors, and the operational definitions below are accordingly argued to represent acceptable constructs of the concepts addressed.

- * Stakeholder participation is the terminology used when those individuals, organisations and groups whose lives are affected by tourism development play at least some part in determining the nature of the developmental direction selected (after Bramwell 1994).
- * Strategic orientation is the terminology used when planning activity adopts a long-term and holistic approach to set a critical direction for the resource use being planned (after Schermerhorn, 1996).

The literature also reveals a broad consensus in terms of the component elements of these definitions, and Figure 26 presents seven provisional domains which were extracted from the literature and used as an initial framework within which to develop the first draft version of an assessment instrument. The approach taken to operationalise each of these domains is briefly discussed in the paragraphs which follow.

Fig. 26 : Domains of Construct - Stakeholder Participation and Strategic Orientation	
A. Stakeholder Participation Domains	
* Stakeholder Identity	- which individuals took part ? - which groups took part ? - which organisations took part ?
* Participation/ Consultation Continuum	- to what extent were stakeholders involved ? - was stakeholder opinion incorporated in final planning decisions ?
* Scope of Participation	- was other local commercial activity considered ? - was regional tourism strategy considered ? - was national tourism strategy considered ?
B. Strategic Orientation Domains	
* Vision and Values	- were locally important values noted ? - was a local area vision determined ? - to what extent do values and vision coincide ?
* Situational Analysis	- to what extent were economic issues considered ? - to what extent were environmental issues considered ? - to what extent were socio-cultural issues considered ? - to what extent were existing visitor patterns considered ?
* Goals and Objectives	- were broad goals established to support a local vision ? - were specific objectives established to support broad goals ? - are objectives realistic and achievable ?
* Implementation and Review	- was resource cost of strategy estimated ? - were sources of funding identified ? - was implementation responsibility allocated ? - was a review process included ?

Draft Instrument Construction

An earlier section of this thesis has identified a broad spectrum of potential local stakeholders, those whose views are considered indispensable to the operation of an optimal planning process, (see Figure 8, p. 47). In order to determine the participation statistics for each individual planning process, the '*stakeholder identity*' domain was operationalised through criteria which sought to verify the presence or otherwise of each of those previously identified stakeholder groups. This section of the instrument therefore sought to categorise those individuals and organisations who had taken part in strategy formulation, and to compare the resulting breadth of participation with the theoretically ideal model outlined in Figure 8.

Previous authors, such as Lang (1988), have noted that some form of stakeholder involvement has been a feature of many case study examples of community planning, but that consultation is often belated, cursory and aimed at securing resident endorsement for political decisions already *fait accompli*. Indeed, according to Lang, it is rare to find an instance where local resident opinion has actually proven to be a major influence over the eventual strategy adopted. Thus, though a process might outwardly seem to involve a high degree of local stakeholder participation, the eventual strategic decisions made need not necessarily reflect the dominant thrust of community opinion.

The '*participation/consultation continuum*' domain was therefore designed to measure the depth of stakeholder involvement, and to assess the degree to which community opinion had been taken into account in the determination of final planning outcomes. For example, in an instance where environmental conservation organisations had been invited to participate in the planning process, it appears reasonable to suppose that the ensuing plan would include a comprehensive assessment of the potential environmental impact of the planned level of tourism in the locale - the intent of this domain was to establish the extent to which such a supposition was in fact justified.

These 'breadth and depth of involvement' issues were also intended to influence the third and final stakeholder participation domain. If the first two domains were internally focussed, examining the personalities and processes involved at a local level, the '*scope of participation*' domain sought to place the localised process in a broader context.

Thus, the items proposed for inclusion here were concerned with the relative role of tourism compared with other economic activities in the area, and the degree of fit between the subject tourism strategy and other tourism plans established at a broader level of geographic definition.

Consideration of stakeholder participation and strategic orientation as related issues has led to substantial literature support for both the articulation of a local value system and the use of these values to describe a comprehensive future vision for the relevant locale. According to many writers (e.g. Beanlands, 1988; Murphy, 1988; Lea et al, 1994; Pearce et al, 1996), the participation of all involved stakeholders is an essential factor in the determination of what those values are and what the resulting vision should be. The '*vision and values*' domain was therefore structured to measure the extent to which a planning process had identified the dominant values which exist in its community, and the extent to which these values had been incorporated in the vision subsequently established.

Before realistic goals and objectives can be developed to indicate future direction for the region, it is necessary to establish a firm base from which planned development can commence. In this respect, past authors (e.g. Pigram, 1993; Gunn, 1994; Hall, 2000) have recommended that a comprehensive assessment of existing environmental, economic and socio-cultural parameters be conducted alongside an evaluation of current visitor activity levels in the subject area - such an evaluation should follow a statement of regional/local vision and values, and precede the identification of strategic goals and objectives. The '*situational analysis*' domain was therefore operationalised to address this recommendation.

For example, it was considered desirable for the environmental perspective to include a description of the spatial geography of the region, prevailing climatic conditions, the extent and resilience of existing natural resources (including flora and fauna), and the characteristics of currently operational tourism sites. The economic analysis should comment on the scale and importance of existing tourism in the region, examine local employment patterns, and estimate the level of regional dependency on continued or enhanced visitation - it should also review current tourism plant and attractions, existing

infrastructure provisions, and the operational capability of the local tourism industry. Socio-cultural considerations should include current population numbers, distribution and density, the demographics and ethnicity of local residents, and the nature of existing land ownership patterns within the locale. Finally, the review should include a description of current visitor market segments, noting overall tourist numbers, arrival and behaviour patterns, and primary motivations to visit.

Much of the literature has emphasised the necessity of an holistic approach to goal setting, conceptualising goals to be an identification of broadly based strategic direction rather than specific and quantified statements of intention. Thus, the initial function of the '*goals and objectives*' domain was to evaluate the extent to which such an holistic approach had been adopted. In turn, whilst the overall purpose of objective setting is to operationalise previously established goals (Schermerhorn, 1996), specific objectives must additionally be expressed in a manner which will permit objective evaluation (Pearce & Robinson, 1989). As such, the instrument design allowed for a 'feasibility of implementation' assessment of specific objectives, alongside a parallel evaluation of their relevance to the goals from which they had been derived.

Hall & McArthur (1996) have noted that it is in the final phases that many strategic planning processes break down, and that an effective planning approach will anticipate these dangers through careful attention to both the implementation and review elements of the process. In this respect, the '*implementation and review*' domain was structured to evaluate the degree to which these concerns had been addressed in the planning process adopted. In addition, the instrument sought to establish the extent to which resource costs of the chosen strategies had been estimated, and the responsibility for strategy implementation allocated to specific actors in the development process.

In terms of specific instrument items, the literature search and experience survey techniques described in the methodology section of this chapter had resulted in the generation of six separate sub-sets of potential instrument items - one sub-set suggested by the outcomes of the Chapter Two literature review, and one sub-set from each of the five researcher colleagues who had taken part in the experience survey. At that stage, the researcher synthesised and rationalised those six sub-sets in order to eliminate item

duplication, and to phrase each individual item according to the type of objective terminology recommended by Thorndike (1997). Each item was then classified, by the researcher, into what appeared to be the most relevant and appropriate domain and, after the expert panel review referred to in this chapter’s methodology section (see p. 136), the structure of the first draft instrument was finalised as shown in Figure 27.

Fig. 27 : Structure of the First Draft Instrument

Domain	Topics	Items
A : Stakeholder Identity	breadth of stakeholder participation identity of participants	11
B : Participation/ Consultation Continuum	depth of stakeholder participation temporal participation issues degree of stakeholder influence	12
C : Scope of Participation	integration with other local economic activity integration with national tourism policy	4
D : Vision and Values	identification of locally important values & attitudes identification of locally important issues identification of holistic vision for the locale	7
E : Situational Analysis	economic issues for the locale environmental issues for the locale socio-cultural issues for the locale status of existing tourism industry at the locale	17
F : Goals and Objectives	nature of broad goals for local tourism nature of specific objectives for local tourism evaluation of objective realism & practicality	16
G :Implementation and Review	resource cost of strategy sources of funding implementation responsibility review process provisions	8

Draft Instrument Application

The first draft assessment instrument described above was based on three domains with 27 items which addressed the concept of stakeholder participation, and four domains with 48 items related to strategic orientation. It was then used, by three independent assessors, to conduct a first assessment of each of the 26 assembled strategy documents.

As has been noted earlier (see p. 139), the approach to tourism planning revealed by seven of the subject strategies was such that they did not readily align to the strategic planning model which formed the basis for much of the draft instrument structure. In particular, each of the seven had chosen to ignore any discussion of at least one of the domains, the most common omission being a lack of attention to ‘vision and values’ issues. In this respect, three strategies were disqualified from further discussion on the

grounds that this domain had not been addressed. In a similar fashion, one strategy had made no effort to report a 'situation analysis' and another had chosen to ignore 'stakeholder identity' issues - both were therefore omitted from the ensuing research process. Finally, two strategies did not actually contain either broad goals or specific objectives, a fundamental omission which is further discussed in section 5.4. Summarised results for the remaining nineteen strategies are shown in Table 5 below, with the opinions of all three assessors having been aggregated, and the aggregate converted to a proportion of the maximum possible score for the relevant domain.

Table 5 : Draft Assessment Instrument Results								
Strategy	Domain A	Domain B	Domain C	Domain D	Domain E	Domain F	Domain G	Total
A	.70	.69	.86	.75	.79	.67	.42	.69
B	.58	.75	.72	.98	.72	.70	.43	.69
C	.70	.67	.53	.46	.42	.73	.57	.59
D	.56	.69	.75	.52	.54	.64	.22	.56
E	.66	.70	.39	.40	.38	.73	.50	.56
F	.62	.67	.78	.41	.46	.61	.42	.56
G	.61	.64	.58	.38	.67	.40	.47	.54
H	.56	.46	.61	.37	.52	.64	.32	.51
I	.56	.59	.67	.33	.48	.50	.40	.50
J	.58	.55	.67	.51	.43	.45	.24	.47
K	.49	.56	.64	.29	.39	.58	.31	.47
L	.39	.48	.53	.33	.48	.44	.24	.42
M	.44	.46	.42	.43	.45	.43	.24	.42
N	.38	.42	.64	.24	.42	.51	.24	.41
O	.45	.57	.61	.30	.42	.28	.22	.40
P	.31	.44	.56	.21	.45	.34	.19	.36
Q	.46	.48	.39	.11	.25	.42	.14	.34
R	.27	.33	.28	.63	.25	.35	.14	.31
S	.28	.32	.19	.24	.18	.39	.26	.28
Mean	.51	.55	.57	.42	.46	.52	.31	.48
Median	.56	.56	.61	.38	.45	.50	.26	.47
SD	.13	.13	.17	.20	.15	.14	.13	.12

This foundation data set was then subjected to an initial instrument refinement process, conducted according to the recommendations of McDougall & Munro (1987), and previously outlined in the methodology section of this chapter.

Draft Instrument Refinement

The initial stages of the refinement process required the conduct of an iterative revision procedure to evaluate the internal consistency of individual items with the domain to

which they had been allocated, and to verify the relevance of each domain to the overall structure of the draft instrument - the conventional aim of such an approach is to eliminate redundant assessment items, and to therefore reduce the instrument to a more readily manageable size. At the conclusion of this procedure, the draft assessment instrument had been substantially rationalised, and the structure of both draft and refined versions is compared and contrasted in Figure 28 below.

Fig. 28 : Impacts of Instrument Refinement Process				
Draft Instrument		Refined Instrument		
Domain	Items	Domain	Items	Coefficient Alpha
A. Stakeholder Identity	11			
B. Participation/Consultation	12	A. Stakeholder Participation	5	.667
C. Scope of Participation	4			
D. Vision and Values	7	B. Vision and Values	4	.795
E. Situational Analysis	17	C. Situation Analysis	14	.811
F. Goals and Objectives	16	D. Goals and Objectives	7	.826
G. Implementation and Review	8	E. Implementation and Review	6	.673
Total Assessment Items	75		36	.873

Figure 28 clearly demonstrates that the proportion of discarded items was much higher within the three stakeholder participation domains than within the four strategic orientation domains. In the former case, there proved to be significant levels of question redundancy between the ‘stakeholder identity’ and ‘scope of participation’ domains, with both of these constructs being subsumed by the ‘participation/consultation continuum’ dimensions. In other words, if a stakeholder grouping was involved at all, it tended to participate fully; and if it participated fully, it was able to influence the strategic directions eventually chosen.

The primary effect of these factors was to radically weaken the structure of the three original domains, with the most favourable internal reliability achieved by collapsing all three categories into one single omnibus domain. Furthermore, and in order to capture as much of the essence of the original 27 items as possible, the wording of the refined stakeholder participation domain was revised to make the intent of each new item much more inclusive. For example, the draft instrument included three items which sought to verify the identity of participating government agencies, and a further three items

assessing the extent of their involvement - this battery of six items was replaced in the refined instrument by a single item which assessed the extent to which "Government (national or regional or local) opinion influenced the final decisions made".

It should also be noted that conventional refinement procedures target those items which fail to distinguish in performance levels between subject planning processes. Therefore, even though the literature may regard any given component to be vitally important, refinement procedures will identify that component for rejection if it does not feature - and therefore scores zero - in any of the plans reviewed. This effect was clearly apparent for items relating to participation by existing visitor groups, and to assessment of local tourism industry capability, though many plans were also weak in their attention to host population statistics, community attitudes to visitors, currently critical local issues, and the relationship of local tourism planning to overall national strategies.

It is suggested that the critical importance of each of these issues is well established in the literature and that, in the early stages of instrument development, it would be premature to eliminate the topics from further consideration - in effect, the level of theoretical support for their inclusion was believed to outweigh the mathematical case for rejection. The six draft instrument items listed below were therefore retained in the refined instrument, despite failing to reach the 0.50 item to total correlation benchmark.

Item 22 The opinions of existing visitor groups were incorporated in the final strategic direction selected (Item-to-total correlation 0.320)

Item 27 The planning document acknowledges a need to integrate local tourism strategies (Item-to-total correlation 0.448)

Item 30 The planning document identifies current issues which are critical to residents (Item-to-total correlation 0.469)

Item 32 The planning document assesses community attitudes to tourism (Item-to-total correlation 0.442)

Item 40 The planning document identifies current population levels and demographics (Item-to-total correlation 0.474)

Item 48 The planning document evaluates the adequacy of business skills possessed by local tourism industry operators (Item-to-total correlation 0.458)

As Figure 28 shows (see p.149), the refined 36 item version of the instrument was able to demonstrate a satisfactory level of coefficient alpha ratings, both in terms of the five revised domains and of the overall instrument structure. In particular, a final coefficient alpha for the entire instrument of .873 was regarded as acceptable for, according to McDougall & Munro (1987), an alpha of .75 for specially designed instruments is generally perceived as an adequate level of performance.

Refined Instrument Application

The initial 75 item draft assessments were then revised, discarding the scores originally awarded for those items which had subsequently been omitted from the refined version. In this manner, a ‘refined’ score could be calculated for each of the five domains and for the entire instrument, and the results of this process are presented in Table 6 below. Scores were obtained by summation of the three assessors’ scores for each item, and conversion of this aggregate to a proportion of the maximum possible score for the item.

Table 6 : Refined Assessment Instrument Results						
Planning Document	Sec. A Stakeholder Participation	Sec. B Vision and Values	Sec. C Situation Analysis	Sec. D Goals and Objectives	Sec. E Implement & Review	Overall Score Award
A	0.78	0.81	0.77	0.81	0.37	0.72
B	0.82	0.97	0.66	0.78	0.52	0.72
C	0.71	0.50	0.50	0.76	0.35	0.56
D	0.69	0.28	0.61	0.43	0.54	0.54
E	0.71	0.50	0.44	0.73	0.43	0.54
F	0.69	0.53	0.39	0.68	0.56	0.53
G	0.73	0.33	0.33	0.76	0.52	0.50
H	0.60	0.31	0.44	0.56	0.50	0.48
I	0.53	0.31	0.51	0.62	0.26	0.47
J	0.62	0.28	0.34	0.70	0.43	0.46
K	0.69	0.39	0.37	0.46	0.48	0.45
L	0.51	0.31	0.41	0.41	0.31	0.40
M	0.49	0.36	0.38	0.44	0.35	0.40
N	0.42	0.19	0.40	0.51	0.35	0.40
O	0.47	0.22	0.48	0.35	0.28	0.39
P	0.60	0.75	0.24	0.48	0.15	0.38
Q	0.58	0.31	0.33	0.19	0.35	0.34
R	0.60	0.08	0.20	0.43	0.15	0.28
S	0.38	0.28	0.11	0.38	0.28	0.25
Mean	0.61	0.40	0.42	0.55	0.38	0.46
Median	0.60	0.31	0.40	0.51	0.35	0.46
SD	0.12	0.22	0.16	0.18	0.12	0.12

In the interests of enhanced clarity and ease of interpretation, the data in Table 6 are presented as proportional scores, to facilitate comparison of each domain with its counterparts, and subsequently with the overall score awards. The table also shows mean, median and standard deviation (SD) for each domain and for the entire instrument, and these statistics form the basis for an initial examination of assessment results. A detailed analysis of assessors' score awards for each of the 36 individual assessment items is included as part of Appendix G to the thesis.

Initial examination of the overall score awards column suggests that the instrument may have been reasonably successful in distinguishing between a wide range of quality standards in the planning processes reviewed. In this respect, the values obtained for 'Overall Score Awards' were arranged in a fairly consistent progression between a high score of 0.72 and a low score of 0.25, though there was an obvious tendency for scores to locate around the mean and median of 0.46. Given that the 0-3 scale used for assessment would seem to encourage classification of strategies into three intervals (0-1, 1-2, and 2-3), it was interesting to note that only two plans located in the top third of possible overall score awards (0.67-1.00) and a further two plans in the bottom third (0.00-0.33). The remaining fifteen plans located in a strongly regular curve between the 34th and 56th percentiles - thus, three quarters of the cases were concentrated into less than one quarter of the potential spectrum of scores.

In order to feature in the bottom third of possible scores, the subject planning process would necessarily had to have scored poorly in a majority of the instrument domains, and the relative lack of such results is unsurprising. The common involvement of local government, regional tourism organisations, and tourism industry practitioners would indicate at least some philosophical alignment with a conventional approach to business planning, and the mere fact of having undertaken a planning exercise at all would therefore tend to generate some foundation level recognition of the need for planning process quality. In other words, the assessment instrument rewards the adoption of conventional strategic planning techniques, and it is almost inconceivable that a planning process led by local government or the tourism industry would occur in complete isolation from techniques of that nature.

The lack of planning processes in the top third of possible scores was of greater concern. Although it was initially necessary to investigate possible instrument design error, to the extent that an excellent planning process might have erroneously registered as merely adequate, closer examination of individual plan evaluations led to rejection of that possibility. Even in the higher scoring examples, there were critical omissions in the documented planning process, to the extent that high levels of achievement in one or more domains was frequently negated by poor scores in others. Thus, though the five contributing domains recorded 'top third' scores for eight, three, one, seven and zero strategies respectively, only two plans achieved an overall score in the top third of possible outcomes. These seemingly erratic results were further investigated through closer examination of the individual domain scores.

The observed distribution of scores across the 'Overall Score Award' category was also evident to some degree in each of the instrument's component domains, with the greatest degree of skewness recorded by the 'Vision and Values' domain (mean 0.40, median 0.31). However, there were notable differences in the nature of scores awarded when performance across individual domains was compared to total scores achieved. For example, the planning processes appeared to perform relatively well in both the 'Stakeholder Participation' and 'Goals and Objectives' domains, with means of 0.61 and 0.55 respectively against an 'Overall Score Award' mean of 0.46. At the other end of the scale, the 'Implement and Review' domain was well below the overall score award mean at 0.38, lending some weight to Hall & McArthur's (1996) suggestion that this component is often the most poorly articulated section of any strategic planning process.

An examination of standard deviations suggested that the highest levels of consistency in performance occurred at both ends of the quality scale, with both 'Stakeholder Participation' and 'Implementation and Review' recording a standard deviation score of 0.12. These scores resulted from a similar central tendency to that which had already been observed in the 'Overall Score Award' category, with 80% of all observations locating between a minimum of 0.26 and a maximum of 0.73. However, although 'Situation Analysis' and 'Goals and Objectives' recorded moderate levels of variability at 0.16 and 0.18 respectively, there was an appreciably greater divergence of views in respect of the 'Vision and Values' domain, with an SD value of 0.22 being recorded.

Thus, though the cumulative effect of the range of SD values is to suggest a relatively minor degree of variation in the observed scores, it is valid to comment further on the variability level indicated for ‘Vision and Values’.

This domain includes the single most extreme score across the entire assessment - strategy B was awarded a score of 0.97 - whilst, at the other end of the scale, strategy R was only able to record a score of 0.08 for the same dimension. There may therefore be a misleading aspect to this apparent level of variability, as these extreme outliers will have obviously contributed to a higher than expected standard deviation. In contrast, the scores recorded for the remaining cases were not noticeably different from the other four domains, and located between a maximum of 0.81 and a minimum of 0.19. Thus, whilst there may well indeed be a higher standard deviation to be found within this particular domain, it should be noted that (a) the margin of difference between this and other domains is almost certainly insignificant in a substantive sense, and (b) none of the domains can be said to display an unduly high level of variability.

Planning Process Selection

In addressing the selection of three tourism strategies for further investigation and analysis in Chapters Six and Seven, the primary consideration was that of maximising the differentiation in assessed plan quality between the three examples chosen, both in terms of their overall scores and of each of the contributing domain scores. The eventual choice of strategies is presented in Table 7 below, and is briefly discussed in the paragraphs which follow.

Table 7 : Tourism Strategies Selected for Further Examination			
Strategy	B : Tourism Coromandel	E : Tourism Bay of Plenty	O : Mackenzie Tourism
Domain A	0.82	0.71	0.47
Domain B	0.97	0.50	0.22
Domain C	0.66	0.44	0.48
Domain D	0.78	0.73	0.35
Domain E	0.52	0.43	0.28
Overall	0.72	0.54	0.39

The initial objective set for this stage of the research indicated that a sample of three tourism strategies should be selected to reflect the high, middle, and low aspects of the

assessments carried out in this chapter. Given the lack of especially high scoring examples amongst the nineteen strategies reviewed, it appeared logical to select either strategy A or strategy B as one of the two best available, and this decision exerted a strong influence over the subsequent choice of a 'middle' and 'low' example.

Strategy A was eventually rejected on two main grounds - firstly, that it referred to planned tourism developments in a high volume 'blue ribbon' destination, and it would therefore have been difficult to find 'middle' and 'low' examples relating to similarly high profile locales; and secondly, that it had scored particularly poorly in terms of the 'Implementation and Review' domain. In contrast, strategy B had top scored in domains A and B, placed second in domains C and D, and third in domain E - its consistency in domain scores therefore qualified it as a clearly preferred choice.

The Coromandel area could reasonably be described as an important, though secondary, tourist destination, and it is undoubtedly much more rural than urban in character. When these qualifying issues were brought to bear on the selection of a 'low' example, the choice of strategy was considerably simplified. Strategies P and R had both been prepared for populous urban areas, and for a tourism industry that was not a major contributor to the local economy; at the other extreme, strategy Q was for an entirely rural area with negligible tourism activity, and strategy S related to a similarly rural area which was nevertheless classifiable as a tourism destinational icon. In other words, if the perception of Mackenzie as a rural area with important secondary tourism activity is accepted, strategy O was a clearly superior choice to the alternatives discussed above.

As Coromandel had achieved an overall score of 0.72, and Mackenzie a score of 0.39, it was thought advisable to select a middle strategy which had scored around 0.55 - thus, strategies C, D, E and F became candidates for consideration. In a similar selection process, strategies C and D were eliminated because of their undoubtedly urban focus, and strategy F because of its erratic domain scores - it had recorded a disproportionately poor score in domain C whilst being rated the overall top strategy in terms of domain E. The Bay of Plenty strategy was much more consistently placed in terms of a 'high-middle-low' hierarchy, though there was a minor inconsistency between its domain C score when compared with that of the Mackenzie strategy. However, Bay of Plenty is

also an important secondary tourism destination, and one which is primarily rural in nature, and the selection of this strategy as a middle range option represented the best possible compromise in terms of the selection criteria previously established.

5.4 Discussion

The overall goal of Chapter Five was to evaluate the nature of approaches used to formulate sub-national tourism strategy in New Zealand, by comparing each of the 26 strategies chosen (Chapter Four) with an assessment instrument constructed to verify the extent of stakeholder participation and strategic orientation. As a result of this evaluation, it was possible to address one of the central issues on which this thesis is based - the extent to which New Zealand tourism planning processes incorporate an element of stakeholder participation and of strategic orientation.

The commentary in this section firstly relates to issues surrounding the construction of the assessment instrument used in Chapter Five, before discussing the major findings which resulted from the actual strategy process analysis. It should be noted, however, that the theoretical implications of these findings are considerably clarified by the research described in Chapters Six and Seven, and much of the relevant discussion in this respect has been consciously deferred until those later chapters.

Assessment Instrument Construction

A foundation principle which underpins the work described in this thesis is the idea that substantial levels of stakeholder participation in the local tourism planning process, when combined with the adoption of a conventional strategic planning model, will result in enhanced levels of local resident support for the plan which emerges from that process. In this respect, the concept of stakeholder participation proved to be a relatively fluid one, represented by an operational definition which progressed from the simple through to the complex, and ultimately back to the extremely simple.

However, by the conclusion of the instrument development process, the operational definition originally proposed for the concept of stakeholder participation had been subjected to a subtle but important amendment. In particular, the initial definition

proposed on p.143 includes all of the individuals, organisations and groups who 'play at least some part', an inclusive approach which suggests that any involvement at all in the planning process will be sufficient to qualify as stakeholder participation - the 27 items which comprised the original three stakeholder participation domains provided a thorough analysis of what 'play at least some part' could be interpreted to mean.

For example, previous authors (e.g. Murphy, 1983; Gunn, 1988; Keogh, 1990; Lankford, 1994) have suggested a need to check for the participative presence of four major stakeholder groupings - visitors, industry, government and community - and it could be argued that a 'stakeholder identity' domain in itself could have been sufficient to satisfy these requirements. However, the draft instrument included a 'participation-consultation continuum' and a 'scope of participation' domain, included to address concerns in the literature based upon the depth of involvement shown by each participant (Lang, 1988), and the extent to which local tourism is reconciled with other economic activities, and with tourism planning, at a broader level of geographic definition (Pigram & Cooper, 1980).

During the course of instrument refinement, this detailed form of approach to the stakeholder participation issue proved to be unnecessarily complex. The results of the draft instrument application to 26 tourism strategies indicated that, when a particular stakeholder group became involved with the process, it tended to devote considerable energy to its task and to take part in all stages of strategy construction - as a result, its views were generally heeded and were in many cases adopted. Additionally, as more stakeholders were added, the planning system became more and more open to the external environment as alternative influences were brought to bear - in short, multiple stakeholders meant multiple viewpoints, a simple equation which resulted in a more inclusive and less insular attitude towards the planning problem faced.

In these circumstances, a single item check of each of the four stakeholder groups' involvement proved to be just as effective as the original battery of 27 questions over three contributing domains, with the caveat that the refined instrument used one item to verify the long-term nature of the planning process, before establishing levels of stakeholder **influence** rather than mere participation. An approach such as this, implying

that any stakeholder participation will almost automatically equate to meaningful stakeholder participation, represents a slightly more demanding version of the original operational definition whilst substantially rejecting the more complex (and pessimistic) interpretations of authors such as Woodley (1993), Gilbert (1993), MacEochaidh (1994), Taylor (1995) and Addison (1996) - see p. 50 for a discussion of the latter ideas.

However, one stakeholder issue to cause considerable concern was the worrisome absence of demand side participation in any of the planning processes reviewed, a finding which has been previously discussed in section 5.3 (see p.150). Not one of the strategies had made any major attempt to solicit the views of existing visitor groups, and this is clearly an important oversight, given the rapidly changing character of the international tourist noted by authors such as Pigram (1993), Boissevain (1996), and Butler et al (1998). Whilst an apparently steadfast refusal to take customer opinion into account is an unusual stance for an industry which professes to be market led and customer driven, it does endorse the argument of both Winter (1987) and Page & Getz (1997). As Winter has noted, the characteristics, attitudes and expectations of visitors are a significant 'missing link' in the tourism impacts literature - they also appear to be equally absent from the sub-national tourism planning process.

This absence of any meaningful consultation negated any possibility of verifying whether visitor group participation made any difference to perceived planning process quality. In practice, item 4 in the refined assessment instrument - "existing visitor group opinion influenced the final decisions made" was awarded a zero score in 43 out of 57 possible occasions (three assessors x nineteen strategies) and there was no occasion in which all three assessors were able to find visitor group participation in a particular strategy. Thus, the refined version of the assessment instrument still includes an item which measures visitor group participation, not because this element is a proven necessity in effective local tourism planning, but simply because it has not been possible to definitively judge the degree to which its presence is justified.

The determination of appropriate instrument items to measure strategic orientation was considerably more straightforward. The literature on this subject is extensive (see Steiner 1979; Kotler et al, 1993; Ritchie, 1993; Mintzberg, 1994; Schermerhorn, 1996,

Cooper, 1997; and Figure 7, p.42 of this thesis), and reveals a well developed consensus in terms of the necessary components of strategic orientation. Thus, despite some minor disagreement in regard to terminologies, the four domains selected reflect a set of theoretical principles derived from more than 20 years of generic management thought (see Figure 26, p. 143). It was therefore unsurprising to note that the instrument refinement process was considerably less radical in terms of strategic orientation than it had been for stakeholder participation, with each of the original four domains surviving in the refined 36 item version.

In this respect, preliminary results indicated that institutional planners had demonstrated a working knowledge of the strategic planning framework, and had made at least some effort to incorporate it in their approach to strategy determination. Though it should be recalled that seven so-called 'strategies' had proven to be essentially unassessable, due to their almost total lack of conformity with the strategic planning model (see pp. 147-148), the remaining nineteen (73% of the original set of 26) were based on some variation of the model shown in Figure 26 (p.143). At this stage, therefore, it was tentatively supposed that at least some degree of strategic orientation might reasonably be expected amongst the inventory of sub-national tourism strategies studied.

Draft Instrument Refinement

In terms of reliability and validity assessment, the instrument construction process had commenced in the certain knowledge that the researcher would have a maximum of 26 planning process examples to work with, and it was thus believed essential to formalise that process as much as was possible - in a situation where there would be inevitable procedural weaknesses in having to draw meaningful conclusions from just 26 cases, it was clearly important to minimise any further difficulties by using tried and tested development procedures wherever possible. In this context, though the small data set made reliability and validity checks more difficult than usual, the research design called for an exhaustive and thorough approach to item generation, preliminary strategy assessment, instrument refinement, and repeat strategy assessment.

In particular, the conduct of a preliminary assessment which required the application of a 75 item instrument to 26 separate plans, some of which exceeded 100 pages in length,

represented a substantial commitment of time and other resources. The three (paid) assessors together spent more than 200 hours carrying out these initial assessments, and this exercise proved to be the single most resource-hungry element in the entire design. Under these circumstances, though the availability of just three assessor opinions could be seen as a significant limitation, it was difficult to justify the allocation of a greater quantum of resources at an early stage in the process where the research outcomes were essentially unpredictable. This issue is revisited in the recommendations section (8.4) which closes the thesis, advocating a replication study which uses a much larger panel of assessors to test the refined version of the instrument.

Assessment Instrument Findings

Application of the 36 item instrument to the 19 qualifying strategies revealed that a substantial number of sub-national tourism planning processes were disappointing in quality for, as has been noted earlier, only two out of nineteen strategies were able to record an overall score in the top third of possible achievement levels. In fact, though there are pockets of relatively high achievement in four of the five domains, scrutiny of results at this level of resolution offer additional support for an overall verdict of mediocrity in the planning processes assessed - with five domain scores available on each of nineteen planning processes, this total of 95 cases yielded just nineteen 'top third' scores and 22 'bottom third' scores (see Table 6, p.151). By definition, therefore, 54 out of 95 scores (56%) were located in the middle third of available scores.

In this respect, although it was clearly necessary to consider the possibility that this scores distribution could have been attributable to flaws in the instrument design, a visual examination of the nineteen strategies tended to negate that option. In most cases, reasonably high quality document production values could not disguise a cursory attempt at stakeholder inclusion, a superficial local situation analysis, and an unimaginative set of goals and objectives that failed to adequately distinguish the destination from its competitors. If this is indeed the case, and the assessment instrument has accurately classified these strategies as 'middle third' in quality, then the instrument's ability to recognise a high quality tourism development strategy has not been adequately tested. This concern is also addressed in the recommendations section (8.4) which closes the thesis.

So how should we answer the questions which combine to determine the objective set for this chapter ? To what extent do sub-national tourism development strategies incorporate the principles of stakeholder participation and strategic orientation ? For the first element, as has already been noted, the research findings in this chapter support those parts of the literature which highlight the existing visitor as an ignored stakeholder grouping, whilst taking a more positive stance in terms of the extent to which stakeholder participation equates to stakeholder influence.

For example, the scores recorded for the 'stakeholder participation' domain were appreciably higher than those recorded for any other aspect of the strategic planning process, with eight strategies recording 'top third' scores and the remaining eleven falling into the 'middle third' category - this clearly suggests a higher level of support amongst planners for the stakeholder participation model than for the concept of strategic orientation, a finding which may be attributable to the authorship of the strategies. Most of these documents had been instigated by local government agencies (primarily TLAs or their associated RTOs) and it seems reasonable to suppose that these same agencies may fully appreciate that most stakeholders are also voters in local body elections. Though this interpretation may be somewhat cynical, it does explain why (non-voting) visitors are consistently ignored as a relevant stakeholder constituency.

However, it is reassuring to note that this domain reflects a series of relatively high scores awarded for the presence of real stakeholder impact on eventual planning outcomes, and not just the existence of a cosmetic public participation exercise designed to gain local support for centrally determined decisions. Returning to the objective addressed in this chapter, it is primarily this 'influence and impact' factor which suggests that stakeholder participation issues are included in sub-national tourism development strategies to a satisfactory extent. For the strategic orientation element, the answer is rather less optimistic.

Despite consistent advocacy in the literature of the importance of local values, and the use of these values to determine a strategic vision for the local area (Beanlands, 1988; Murphy, 1988; Lea et al, 1994; Pearce et al, 1996), Table 6 shows that this aspect of

strategic planning was poorly developed in the nineteen examples studied. Apart from one shining example (planning document B, which recorded a score of 0.97) and two acceptable examples (document A was rated as 0.81, and document P at 0.75), assessments revealed a series of vision and values sections that struggled to reach a rating of .50 - apart from the three already mentioned, there were just five 'middle third' examples, scoring between 0.36 and 0.53, whilst the remaining eleven strategies had been scored in the bottom third. Thus, though most planning processes had made some sort of effort to define local vision and values, their attempts to address the requirements of this section were unimpressive.

Similarly, the advice of writers like Pigram (1993), Gunn (1994), and Hall (2000) appears to have had little influence over the extent to which a local situation analysis was included. Here, however, the overall impression was one of consistent mediocrity, with this section recording just one 'top third' score (strategy A) and four 'bottom third' scores (strategies G, Q, R and S) - the remaining fourteen documents were grouped in a fairly tight pattern around a mean of 0.42 and a median of 0.40. As a consistent application of the 'peripheral/incidental' rating would have resulted in a mean and median of 0.33, and an award of 'valuable/useful' a mean and median of 0.67, the overall impression is clearly much closer to the former than the latter.

In other words, planners appear to have adopted a fairly cursory approach to not only the identification of a foundation vision and values, but also to the situation analysis which provides a necessary framework for the planning elements to follow. Given that local government agencies are not unfamiliar with the principal issues which confront their residents - the District Plan concept requires exhaustive consideration of a broad-ranging inventory of issues - it is surprising to note that most strategies have not addressed this issue in any depth. Particularly as the necessary data are, in many cases, readily available to local government planners, a common failure to satisfactorily use it is a serious oversight.

The clustering of scores around the 0.42 mean again suggests that most strategies have made some attempt to review the current situational factors confronting their locale, but that these attempts have fallen some way short of the type of analysis and review

commonly advocated in the literature. Whether this finding is indicative of a deliberate decision to downgrade the importance of situational planning, or whether it may be attributed to a simple case of resource shortages, is unclear. However, the fact remains that, for many strategies, the determination of specific goals and objectives has been undertaken in the absence of a well established foundation to support this part of the strategy development process.

Perhaps because it is commonly perceived to be a more concrete and less abstract expression of local intention, the approach to determination of goals and objectives was rather better aligned to the conventional strategic planning literature (e.g. Pearce & Robinson, 1989; Schermerhorn, 1996). Scores recorded for this domain, though by no means excellent, were consistently higher than the other 'strategic orientation' elements - seven strategies scored in the top third of available scores, whilst a single example (strategy Q) was rated in the bottom third. In contrast, as Hall & McArthur (1996) had predicted, the implementation and review section was the weakest of the four 'strategic orientation' domains across the nineteen plans reviewed - here, there were seven plans rated in the bottom third of scores, with none of the remaining twelve plans making it into the top third. In other words, the strategies were reasonably good at deciding what to do, but fell well short in terms of explaining exactly how to do it.

Does this mean, as both Pigram (1993) and Middleton & Hawkins (1998) have suggested, that sub-national strategic planning for tourism does not actually happen in practice? Certainly, many of the elements of a strategic orientation as contained in the literature were difficult to observe, whilst there is a parallel suggestion that planners were aware of the principles of strategic planning, but had chosen not to implement them. Furthermore, many of the plans which included the words 'strategic' or 'strategy' on their front cover were, in fact, neither of these things, and this observation lends weight to Tosun & Jenkins' (1998) conclusions that the existence of a planning process does not automatically mean the existence of an effective plan.

The seven strategies which had been disqualified during the draft assessment process were indicative of some serious problems in the sub-national tourism planning environment and, in this context, it is pertinent to note that fully one quarter of the 26

strategies reviewed were believed to be deficient to the extent that the draft assessment instrument was invalidated by the nature of their structure and content. In five instances, the strategies performed adequately across four of the five domains, whilst totally omitting any consideration at all of the remaining section - in three cases, it was the 'vision and values' domain that had been omitted, whilst 'stakeholder participation' and 'situation analysis' had each been overlooked on a single occasion. As has been discussed earlier, these are quite serious departures from the conventional principles of strategic planning, and cast some major doubts on the attitudes and/or abilities of the institutional planners concerned.

The remaining two plans were, arguably, even more seriously flawed. Though these examples had been fairly effective in setting the scene for what they intended to do about local tourism - their stakeholder participation, vision and values, and situation analysis sections were reasonably well presented - in neither case did the strategy establish any goals or objectives for what it hoped to achieve, at either a generic or a specific level. Thus, though a series of proposed initiatives was identified, and some attempt made to describe what development activities would take place over the planning period in question, there was no suggestion (either explicit or implicit) that these initiatives and activities were directed at any measurable outcome. In one instance, this shortcoming was compounded by the identification of a fairly well defined budget for the identified projects, and of the specific agencies responsible for implementation !

Despite these decidedly negative observations, the assessment process described in this chapter reveals that the desirability of a strategic orientation is accepted to at least some degree in the majority of cases reviewed. Though only two strategies achieved an overall score in the top third of the available range, a further fifteen plans were rated in the middle third - thus, it is clear that some aspects of strategic planning are being addressed effectively, and some are not, and the brief comments below are intended to summarise the research findings in that respect.

- * The inclusion of multiple stakeholder participation in the planning process is relatively well established as a planning technique.

- * Levels of attention to the foundation elements of community vision and values is mediocre at best, with some degree of variability present amongst individual approaches.
- * The standard of local situation analyses is also mediocre, though there is rather more consistency amongst individual approaches than is apparent in the vision and values domain.
- * The need to identify generic goals and quantify specific objectives is relatively well established as a planning technique.
- * Provision for implementation and review is consistently the weakest section of the planning processes reviewed.

5.5 Conclusions

Chapter Five has assessed the planning processes used to produce nineteen local tourism strategies, through the application and refinement of an instrument designed for that specific purpose. The approach used to conduct that assessment is briefly summarised below, before conclusions are established in terms of the objective set for the chapter.

In Chapter Five, an initial literature search has allowed the isolation of constructs which would define the concepts of ‘stakeholder participation’ and ‘strategic orientation’, and the determination of seven contributing domains which would combine to delineate these constructs. A number of potential assessment items was then derived from the literature, and were augmented by further items sourced from an experience survey conducted in the researcher’s own institution - the result of this process was the construction of a 75 item draft instrument, which was itself converted to a 36 item refined version through a conventional process of instrument refinement.

This refined version of the instrument was then applied to nineteen tourism strategies obtained through the research described in Chapter Four, and this procedure permitted the determination of a rank ordered list of strategies by assessed quality of planning process. It was this part of the Chapter Five research that directly addressed the chapter objective - “to evaluate the extent to which sub-national tourism development strategies incorporate the principles of stakeholder participation and strategic orientation”.

In this respect, it appears appropriate to conclude that the strategy examples had proven reasonably effective in the incorporation of stakeholder participation principles, but that the principles of strategic orientation had been addressed to an extent that was no better than mediocre. Thus the findings of the research described in this chapter can be seen as constituting a natural extension to the findings described in Chapters Three and Four.

In Chapter Three, the approach to structuring a planning environment in New Zealand had been described as permissive rather than prescriptive, with both government policy and statutory legislation providing ample opportunity for involvement by both regional and local government. At the same time, it was established that little compulsion exists in terms of planning responsibility allocations, and that individual agencies therefore enjoy a considerable degree of latitude in choosing whether or not they will become involved - the lack of a national tourism strategy to guide sub-national deliberations merely exacerbates the optional nature of institutional participation. It was thus unsurprising to note the type of reaction described in Chapter Four, where individual planning agencies were able to occupy a variety of positions along a continuum which ranged from total commitment to zero involvement.

It is reasonable then to conclude that the actual approaches to tourism strategy determination are also influenced by this virtual *laissez-faire* environment. If an individual planning agency feels legitimately able to determine their own level of enthusiasm for, and involvement in, sub-national tourism planning, it surely follows that the same agency will be equally relaxed in terms of establishing their own particular approach to the planning process. In these circumstances, the existence of a fairly broad range of institutional responses may not in fact be the key issue; rather, it may be more relevant to comment on the extent to which these independently functioning agencies have been able to determine a common framework to guide their strategy development efforts. The issue which clearly flows from this analysis is that of resident reaction to these efforts, and this is the issue that provides a central focus for the research described in Chapter Six.

6. LOCAL RESIDENT EVALUATION OF TOURISM STRATEGIES

Fig. 29: Chapter Six Objective and Methods

Chapter	Research Objective	Methods
Chapter 3 : Evolution of Tourism Policy and Planning Structures in New Zealand	Describe the structural arrangements that have been established to guide tourism planning activities in New Zealand.	Secondary data review
	↓ ↓ ↓	
Chapter 4 : Tourism Planning in New Zealand : Institutional Attitudes and Behaviours	Ascertain the methods used by national, regional, and local agencies to determine tourism development strategies at a national, regional and local level.	Personal Interviews Mail Surveys
	↓ ↓ ↓	
Chapter 5 : Development and Application of a Planning Process Assessment Instrument	Evaluate the extent to which sub-national tourism development strategies incorporate the principles of stakeholder participation and strategic orientation.	Design and application of quantitative scale
	↓ ↓ ↓	
Chapter 6 : Local Resident Evaluation of Tourism Strategies	Establish quantitative levels of local resident support for a cross-section sample of sub-national tourism development strategies.	Mail Surveys
	↓ ↓ ↓	
Chapter 7 : Planning Process Quality and Local Resident Evaluations	Evaluate the implications of stakeholder participation and strategic orientation in terms of subsequent levels of local resident support for sub-national tourism development strategies.	Statistical Analysis

At this stage in the overall research, a comprehensive review and evaluation of New Zealand's sub-national tourism planning processes had been completed. Chapter Three described the policy and planning mechanisms which exist to govern tourism development, and Chapter Four assessed the manner in which relevant institutions addressed the development responsibilities allocated to them. Chapter Five examined a broad range of sub-national tourism planning processes, eventually selecting three examples to reflect acceptable, marginal and weak compliance with the defining characteristics of stakeholder participation and strategic orientation. It was not possible

to locate a high rating process, and the main objective of the research described in Chapter Six was therefore addressed through the conduct of an identical research design in each of the three relevant locales.

6.1 Key Tasks

Whilst previous research had targetted the characteristics of sub-national planning processes, the objective set for Chapter Six focussed on local resident support levels for the actual plans which resulted from those processes - the specific style and content of the vision, values, goals and objectives that had been established for tourism in the subject areas. Whilst it has already been suggested that the nature of process would inevitably be of major significance in determining plan content, investigation continued on the basis that local resident attitudes would be more powerfully influenced by the actual decisions made than by the methods used to generate these decisions. The research therefore sought to address the following key tasks.

- * Establish approval ratings for the level of stakeholder participation used during the tourism planning process, and measure the extent to which appropriate stakeholder participation is perceived to be important.
- * Establish approval ratings for the vision and values established by the tourism planning process, and measure the extent to which appropriate vision and values are perceived to be important.
- * Establish approval ratings for the situation analysis generated by the tourism planning process, and measure the extent to which an appropriate situation analysis is perceived to be important.
- * Establish approval ratings for the generic goals and specific objectives established as a result of the tourism planning process, and measure the extent to which appropriate goals and objectives are perceived to be important.
- * Establish approval ratings for the implementation and review provisions determined as a result of the tourism planning process, and measure the extent to which appropriate implementation and review is perceived to be important.
- * Quantify overall levels of local resident support for the subject tourism plans.

6.2 Methodology

The methods used to conduct the research described in this chapter are relatively complex, and feature a number of different investigative strategies and techniques. Therefore, to both facilitate description and promote greater ease of understanding, this methodology section is presented as an assembly of five discrete but related elements.

In seeking resident opinion on three distinctively separate tourism strategies, it was first necessary to standardise each document to counter potential respondent bias resulting from variable presentation quality - the initial part of this section discusses the standardisation process adopted to minimise that bias. The second part of the section describes the design of a new instrument to gather local resident attitudes towards the tourism plan produced for their own locale, whilst the third part outlines a pilot testing procedure used in connection with that instrument. Fourth, the research is fully described in terms of population parameters and sample characteristics, methods of initial approach and follow-up, response rates and non-response bias checks; and finally, the selected data analysis methodology is introduced and briefly discussed.

Strategy Document Standardisation

Subsequent to the selection of three planning strategies as candidates for further analysis, it was necessary to summarise and redraft each strategy document to minimise the possibility of response bias arising from variation in aspects of presentation and readability. At the outset, the three selected plans were widely differentiated in the way in which their content was presented to the reader - for example, one document was a professionally produced four colour brochure of sixteen high quality art paper pages, whilst another was a loosely stapled collection of 46 photocopied A4 sheets.

As such, it was decided to realign each plan to a common presentation framework and readership format, with the process of realignment guided by two essentially conflicting principles. Firstly, it was necessary to convey proposals and recommendations in sufficient detail to allow readers to make informed judgements on content; and secondly, the document had to be concise and readable enough to command reader attention and understanding. In addition, the final level of presentation quality and

language used needed to be consistent across all three plans, so that eventual resident ratings would as far as possible be influenced by plan content alone.

The first step in the standardisation process was to establish an appropriate presentation template within which a summarised version of each plan could be constructed. Although it was necessary to provide for the inclusion of specifically local issues in each of the three examples, it was nevertheless possible to determine universally applicable section headings which closely aligned to the original domains that had emerged during the Chapter Five research. Thus, the final presentation framework was built around those five domains, although it was considered wise to replace the original label terminologies with a less formal set of descriptors designed for general public consumption. Figure 30 shows the nature of the framework eventually chosen.

Fig. 30 : Structural Framework for Summarised Local Tourism Strategies	
Original Domains	Revised Section Headings and Sub-Headings
1. Stakeholder Participation	A. About this Tourism Plan - Plan Author - Participation and Involvement
2. Vision and Values	B. Plan Foundations - Important Local Values - Important Lifestyle Features - Vision for the Future
3. Situation Analysis	C. The Local Tourism Industry - Seasonal Visitation - Transport - Accommodation and Attractions - Tourism Marketing D. Tourism's Economic Impacts - Visitor Spending and Job Creation - Tourism and Other Local Initiatives E. Tourism's Environmental Impacts F. Tourism's Social Impacts - Community Attitudes - Community Issues
4. Goals and Objectives	G. Local Tourism Targets - General Tourism Industry Ambitions - Transport Ambitions - Accommodation and Attractions Ambitions - Tourism Marketing Ambitions - Industry Liaison Ambitions - Economic Ambitions - Environmental Ambitions - Social Ambitions
5. Implementation and Review	H. Putting It All Together

If print quality aspects of plan presentation had resulted in a wide variation in first impressions appeal, a similar observation can legitimately be made in relation to the style of language chosen, and the degree to which language use affected overall reader friendliness. In this respect, it appeared that the three documents had been prepared with different readerships in mind, for their language and tone varied from the reasonably bureaucratic and formal to the decidedly populist and conversational. It was therefore considered essential to remove as much of this potential source of bias as possible.

Whilst a substantial element of plan rewrite had already been mandated as a function of the planning document summary process, the opportunity was taken to simultaneously standardise the use of language. Though conscious of the dangers of distorted meaning resulting from the deliberate verbal re-expression of complex ideas, it was considered vital to introduce a strong element of commonality in the way these ideas were presented. In particular, four defining principles were adopted :

- * The language style was selected with a general public audience in mind, and was chosen to reflect a populist rather than a business or academic style. More specifically, language sophistication levels were targetted to a broadsheet newspaper readership, though the extent to which this ambition was achieved is acknowledged to be a subjective matter of opinion.
- * Identical words and phrases were used across plan summaries wherever possible. For example, many of the sections within the overall presentation framework began with a generic introductory paragraph, and these paragraphs were repeated verbatim in each of the three plans so summarised.
- * The reader's attention was not drawn to information absence in any section of the plans, as it was thought to be more useful to gather respondent attitudes to what had been supplied rather than what was missing. For example, in an instance where specific social objectives had been set, those objectives were clearly highlighted in the relevant section; however, in an instance where social objectives were not included, the subject was omitted altogether rather than being specifically mentioned in the negative.
- * Despite the researcher's best efforts to regularise the language used in each summarised plan, it is accepted that readability bias may not have been entirely eliminated. In this context, rather than run the risk of accentuating that

bias through potentially uneven quality in graphics, it was decided that the summarised plans would use tables only when absolutely necessary, and would omit graphic material altogether.

At the end of the summarising process, each local strategy had been reconfigured as an eight page A4 booklet, using an identical presentation framework and containing no graphics or other illustrations. Each of the summarised strategies is included in this thesis, and presented together as Appendix H.

The Resident Review Survey

The research described in Chapter Five sought to measure the degree to which tourism planning processes in New Zealand have incorporated the twin concepts of stakeholder participation and strategic orientation. In this context, a 36 item instrument was established to evaluate the variables of interest according to five contributing domains, and the ensuing instrument has been presented as a potentially useful measure of the sustainability potential inherent in any given planning process. It was with that 36 item instrument that the construction of a resident review survey commenced.

The Chapter Five instrument has previously been described as a process scale, or an “observational measure concerned with the *procedures followed* in performing a task” (Sax, 1989:150, emphasis added) - using the same nomenclature, the resident review survey would be classified as a “product scale”, or an “observational measure concerned with the measurement of the *end result produced* by performing a task” (Sax, 1989:150, emphasis added). Thus, though the two instruments were to be used in connection with differentiated aspects of the same planning situation, the former (process) instrument was intended to assess the method of approach, whilst the latter (product) survey aimed to gather resident opinion of the outcomes of that approach.

As such, the initial stages of the resident survey construction were influenced by four main considerations which were simultaneously complementary and conflicting :

- * the necessity of retaining the original five process instrument domains, and their associated items, as an appropriate basis for product survey construction.

- * the necessity of amendments to the wording of process instrument items to focus on planning outcomes rather than planning processes.
- * the desirability of amendments to the business/academic language of the process instrument, into a more accessible wording in the product survey.
- * the necessity of producing a concise and user-friendly product survey, in order to minimise the possibility of respondent fatigue during completion.

Thus, the 36 questions in the process instrument were firstly reworded to reflect respondent attitudes to a specific strategy outcome rather than to the process used to develop that outcome. For example, the process question “to what extent does the time dimension of the planning process reflect a long-term orientation?” was rephrased as a product question which asked “What do you think of the plan’s choice of a time frame within which to decide on its tourism development targets?” In keeping with conventional survey development practices, a graduated scale of five possible attitudinal response options was provided, anchored by ‘extremely poor’ and ‘extremely good’, and with a ‘satisfactory’ option at the mid-point of the scale.

In an attempt to minimise the potential for equivocal responses, a specific non-response option - a ‘don’t know’ or a ‘no opinion’ category - was not offered. Though debate continues on the extent to which the presence or absence of such an option influences respondents’ tendency to select the mid point of the range offered, Ryan & Garland (1999) have commented that the omission of a non-response option can certainly be classified as the typical practice in attitude survey research. This majority opinion was therefore adopted for the purposes of the survey development process described herein.

Once each of the line item questions had been individually reworded to reflect an outcome-focussed perspective, the sectional structure of the instrument was revised to align with the rephrased domain terminologies as presented in Figure 30. In effect, the five section process instrument had been directly translated into an eight section product survey, with a number of language modifications introduced to recognise the alternative character of likely respondents. Prior to initial testing, however, two further amendments were made to the first draft survey.

One of the difficulties which had not been addressed in the research to date was that of the weighting of contributing items - the process scale instrument had deliberately avoided this issue, consciously deferring the question until local resident opinion became the focus of investigations. In this context, though the measurement of resident attitudes through application of a graduated 'Good-Bad' scale was seen to be a necessary first step, the data resulting from these questions alone would be somewhat limited in their usefulness. They would not, for example, reveal a circumstance where an item was rated as extremely good (or bad) but nevertheless inconsequential - it is quite conceivable that residents might universally applaud or condemn (say) the level of stakeholder participation in their local planning process, whilst not being particularly concerned whether full stakeholder participation took place or not.

Ap & Crompton (1998) have identified this potential source of ambiguity as a distinct threat to instrument validity, and have consequently recommended the adoption of Fishbein's (1963) model of attitude measurement, one which asks respondents to display both belief and evaluative components within their expressed attitudes - not only are they asked to comment on the perceived level of performance in regard to a survey item, but are also asked to indicate the degree to which they evaluate the item as important to them. In support of this approach, two summary questions were added to each of the survey sub-sections, requiring respondents to choose from five possible ratings of both performance (belief component) and importance (evaluative component) related to each sub-section. For example, the 'stakeholder participation' summary questions were :

Belief : Overall, what do you think of the way that the plan allowed all interested parties to take part in the planning process ?

Evaluative : Overall, how important is it to you that the planning process allows all interested parties to take part ?

The second adjustment to the survey involved the addition of a new section which contained three supplementary open-ended questions - firstly, to ascertain whether respondents would like to see any specific part of the tourism plan deleted, secondly to gauge whether they saw a need for the introduction of any additional clauses to the plan,

and thirdly to solicit a summary evaluation of plan quality through the award of a single figure overall rating. This new section also contained eight demographic questions which would enable assessment of non-response bias through the matching of sample characteristics with regional census data.

This approach led to the construction of a pro-forma survey which was firmly based on the original process instrument domains, but which contained a total of 63 individual questions for respondents to consider. The survey structure is shown in Figure 31.

Fig. 31 : First Draft Resident Survey

Sub-Section	Line Items	Summary Items	Total
About This Tourism Plan	5	2	7
Plan Foundations	4	2	6
The Local Tourism Industry	4	2	6
Tourism’s Economic Impacts	4	2	6
Tourism’s Environmental Impacts	4	2	6
Tourism’s Social Impacts	4	2	6
Local Tourism Targets	7	2	9
Putting It All Together	4	2	6
The Last Word		11	11
Total Line Items	36	27	63

Pilot Testing

Prior to the implementation of a specially designed survey, it is considered advisable to pre-test that survey for item ambiguity and other potential errors. In this respect, the pilot testing process undertaken was significantly different in intent from the conventional techniques often used at this stage of survey design.

In a circumstance where survey items have been developed through a combination of literature search, experience surveys, focus groups, and other well documented methods (McDougall & Munro, 1987), it is common to embark upon a refinement process which simultaneously addresses three desired outcomes :

- * a provisional assessment of reliability and validity
- * a reduction of the initial number of items to a more manageable size
- * an assessment of question wording ambiguity and language clarity

However, though the resident survey can in one sense be viewed as a discrete and stand alone attitude measurement device, it is argued as more relevant to visualise it as a complement to the earlier planning process assessment instrument - in this respect, it is useful to recall that the first draft resident survey was derived through a direct translation of the original 36 item process instrument into a format which allowed the collection of attitudes towards plan rather than process. Thus, whilst the new survey was nominally intended to assess resident attitudes towards proposed local tourism developments, it also had a parallel function as a triangulated validity measure of the original planning process instrument.

This function carries important implications for the three survey purification objectives mentioned above. If a major objective for the new survey was to provide external validation for the earlier planning process assessment, the option of significant changes to instrument content was negated from the outset, and the usual validity verification techniques signalled as more suitable for use after the main data collection exercise had been completed. In addition, a substantial item reduction had already been achieved as part of the earlier process instrument refinement, and the aims of this initial pilot testing could therefore be restricted to issues of language clarity and question ambiguity.

These objectives were addressed through administration of the draft survey to a convenience sample drawn from the academic and administrative staff at the researcher's own institution in Auckland. According to McDougall & Munro (1987), a convenience sample of fairly homogenous subjects such as this is acceptable, as long as the construct assessed has some relevancy for the respondent - given that the sample was entirely comprised of Auckland residents, the local strategy prepared by Tourism Auckland was selected for use as the planning example studied.

An initial request for assistance was made through a broadcast email message to all users on the institution's Intranet system, with addressees being informed in advance of the extent of commitment required. Volunteer participants were then given a copy of the Tourism Auckland strategy, summarised to an eight page A4 document, and asked to self-complete the draft survey using that strategy as subject matter. A copy of the summarised Tourism Auckland strategy is included as part of Appendix H to the thesis.

Respondents were instructed to complete individual survey items only if the intention of that item was entirely clear, and were not permitted to seek further clarification of any item - however, they could respond with a query mark (??) in instances where they did not fully understand the question. A final sample of 28 useable responses was then scrutinised for the extent to which subjects had experienced difficulties with any of the survey items. In this respect, the 1764 questions posed (28 surveys x 63 questions) produced a grand total of 13 (??) responses (0.7%). This was believed to be within acceptable limits, and no major changes to the instrument were contemplated - minor adjustments only, in terminology and wording, were made to four of the 63 line items.

Despite the deliberately truncated ambitions of this piloting process, coefficient alpha was then calculated as a confirmatory rather than a diagnostic technique - in other words, although the possibility of major changes to the instrument had been vetoed by the design methodology, the calculation of alpha levels for both the entire survey and for its component sections was thought to be a useful precaution against any unforeseen difficulties with the reliability of survey items.

Table 8 : Summary of Coefficient Alpha Calculations for Resident Attitude Survey		
Section	Number Of Items	Coefficient Alpha
About This Tourism Plan	7	.866
Plan Foundations	6	.817
The Local Tourism Industry	6	.741
Tourism's Economic Impacts	6	.732
Tourism's Environmental Impacts	6	.986
Tourism's Social Impacts	6	.894
Local Tourism Targets	9	.865
Putting It All Together	6	.790
Demographic Items	11	N/A
Total Instrument	63	.848

Again adopting McDougall & Munro's (1987) benchmark of .75 as an acceptable alpha, the survey appeared to perform adequately, and no areas of major concern were apparent. The slightly language-amended survey which emerged from this pilot testing process was then used to gather resident opinion in each of the three research locales - a copy of the final version survey is included as part of Appendix I to this thesis.

Survey Design and Implementation

This section of the thesis discusses the approach taken to administration of the resident attitude survey, initially providing a rationale for the mail centred techniques adopted for this part of the research. The population of interest at each of the research sites is then identified, before sample size and selection methods are described in terms of the initial approach and reminder processes used. Finally, overall response rates are supplied for each of the research sites, and the methods used to assess non-response bias are described.

Survey Techniques

It is important to acknowledge an element of compromise in the selection of appropriate methodologies for this part of the research. In this respect, the choice of a mail survey at least partially reflects the underlying conflict between theory-driven ideals and resource-limited practicalities, and represents a form of middle ground between what the researcher would like to have done and what he was actually able to do. Thus, though methods such as depth interviews and focus groups would undoubtedly have enriched the resulting data from a qualitative perspective, there were a number of compelling reasons why the mail survey option was eventually selected :

- * The necessarily limited data set used for the planning process assessment accentuated the need for a higher volume of response to the resident survey.
- * The need for reasonably sophisticated analysis of the resulting data required a higher volume of responses than would be obtained through the use of qualitative methods.
- * The research process was felt to be both intellectually demanding and time consuming for the individual respondent. Mail survey methods were therefore adopted in an effort to allow respondents to self-pace themselves through a complex survey completion process.
- * The wide spatial dispersion of the three study sites created considerable practical barriers to on-site research activity.

As Mendenhall et al (1986) have observed, the choice of a specific research design will always reflect the unavoidable trade-off between data precision on the one hand and cost

of collection on the other. In this context, mail surveys in general have been described as an administratively straightforward and relatively low cost way of gathering large quantities of information; they are said to offer flexibility in data collection techniques, and to provide acceptable levels of accuracy which support subsequent generalisation to the whole population and other similar populations (Pizam, 1994). In short, adoption of a mail survey approach appeared to offer many more advantages than disadvantages.

Sampling Design

As a first step in the sampling design process, the population of interest in each of the three study sites was held to comprise those people aged eighteen years and over who were normally resident in the geographical area concerned. This definition deliberately excluded children, the New Zealand definition of adulthood commencing at eighteen years, and also excluded second home owners and other temporary residents. This second omission is argued to represent an acceptable degree of bias - if temporary residents were to be included in the survey, the sampling frame would necessarily comprise a list of residential addresses rather than a database of individual names, and any advantages inherent in the former approach would be considerably outweighed by the superior demographic representativeness of the latter.

Considerable thought was given to the selection of an appropriate sample size - as Peterson (1982) has observed, determination of what constitutes an acceptable number of responses to any research effort is a deceptively difficult question, and one for which the answer will vary according to the specific circumstances of each research setting. Indeed, as Mendenhall et al (1986) have noted, sample size selection is an integral part of what is essentially a plan to purchase a specific parcel of information and, like all purchase decisions, the underlying objective is to acquire the maximum quantity and quality of information at the minimum possible cost. In pursuit of this critical objective, the following considerations were thought to be especially relevant.

- * Peterson (1982) has suggested that there should be a minimum of four study participants per survey item, whilst Ap & Crompton (1998) indicate that five cases per item are the minimum necessary to validate the conduct of factor

analysis. Based on the original 36 question core of the assessment instrument, this indicates a minimum sample size of 36×5 , or 180 completed surveys.

- * Peterson (1982) has also argued that, when sub-groups in a sample are to be analysed separately, it is wise to regard 30 responses as a cut-off point where estimates begin to stabilise and 'large sample' statistics can begin to be applied. Given that the research involves three substantial sub-groups, a total sample size of at least 90 was thus indicated, with each regional sub-group containing the recommended minimum number of cases.
- * It was *a priori* assumed that the results of this three region exercise would by no means provide conclusive answers to the research questions - rather it was anticipated that results would be treated as 'initial indicators' of the underlying constructs. Although a complex and ambitious undertaking from the point of view of a new and inexperienced researcher, the project can best be seen as a virtual pre-test, what one authoritative text has described as a "dress rehearsal for a large-scale future study to be performed under the same conditions and amongst the same population". (Backstrom & Hursh-Cesar, 1989:10). This perception mediated against the selection of an unnecessarily large sample size.
- * Luck et al (1982) note that the cost of augmenting research precision tends to rise exponentially, and that the collection of each additional case makes a progressively diminishing contribution to the overall quality of data. Thus, though it was obviously necessary to target a precision level which would meet the chapter objective, it was considered redundant to collect a greater quantity of data than was necessary from that perspective.

Luck et al (1982) argue that the most appropriate determinant of data quantity is that which will satisfy the requirements of whatever the 'vital question' of the research happens to be. In this instance, the vital question was perceived to be whether residents of the three regions would award significantly different approval ratings to the tourism strategies prepared for their local area, and whether those ratings would reflect the differences in planning process quality established in Chapter Four. It was recognition of this primary requirement which determined subsequent steps in the sample size decision process.

The initial selection was guided by the recommendations of Peterson (1982), who describes what he calls the most elementary and perhaps the most widely used sample size formula : $(t^2 \sigma^2)/d^2$, where :

t^2 = the squared t -value of a confidence level chosen by the researcher

σ^2 = estimated variance of the relevant population parameter

d^2 = squared 'allowable error' chosen by the researcher

The values substituted into the above equation were a t -value of 1.96 ($t^2 = 3.84$), representing a confidence level of 95%, and a d -value of .04 ($d^2=.0016$), both based on Peterson's (1982) suggestions and argued to represent the dominant statistical conventions within survey research. Again at Peterson's (1982) suggestion, the σ^2 value of .0225 was obtained through examination of the standard deviation resulting from the administration of the pilot testing process - although this had been carried out in connection with a non-participating tourism strategy example, the 0.15 standard deviation figure for the Tourism Auckland plan was the best possible indicator available at that stage. Note that, after all responses had finally been recorded, the actual overall standard deviation of the aggregate sample was 0.159. The initial calculation of necessary sample size was therefore :

$$n = (3.84 \times .0225)/.0016 = 54$$

If the requirement for a minimum of 54 cases is assumed to apply to each study site, a total of 162 cases was necessary to comply with the provisions of Peterson's formula. As such, and in order to meet Ap & Crompton's (1998) factor analysis criteria referred to earlier, the target number of responses was set at 60 from each locale, a total of 180.

However, two potentially damaging issues were anticipated to threaten the achievement of the chosen sample sizes. Firstly, previous authors have highlighted the traditionally low response rates that social scientists have become almost resigned to with mail survey instruments - Pizam (1994) has commented that response rates as low as 20% are not unusual; Peterson (1982) mentions a standard response of between 15% and 20%; and, as an extreme example, Backstrom & Hursh-Cesar (1989) have discussed rates as low as 10% for a sample drawn from the general population. Thus, it was considered

reasonable to approach 1000 addressees with a request for co-operation - a target response rate of approximately 18% was thus initially established.

Secondly, participation in this exercise required respondents to complete a reasonably lengthy survey in respect of a similarly complex tourism strategy document, and there was perceived to be a real threat to validity in terms of respondent fatigue in the survey completion process. Under normal circumstances, respondents are thought to participate only if they believe they can do so without expending significant time and effort - for Backstrom & Hursh-Cesar (1989), this implies a maximum survey length of four pages, whilst Tull & Hawkins (1987) believe a six page survey is feasible. As the subject project required something in the region of an hour of concentrated effort to complete an eight page survey, it appeared unlikely that a conventional direct approach would enjoy maximum prospects for success.

Some authors (e.g. Luck et al, 1982; Tull & Hawkins, 1987) have noted that a short letter to participants in advance of the main survey has generally been successful in increasing response rates, and this was thought to be an especially valid approach given the high level of commitment required - if respondents could initially signal their interest by merely ticking and returning a preliminary letter, there would be an enhanced feeling of responsibility to complete when they were subsequently presented with the full research exercise. Thus, it was decided to make the initial approach by means of a one page letter which outlined the details of the research project and the level of commitment required, and invited addressees to 'register' as a project participant.

Adoption of this two-stage approach was not without its dangers. Bordens & Abbott (1991) have discussed the concept of "self-biasing" which can result when a randomly selected sample from a given population is allowed to decide their participation or non-participation in advance of the research process proper. The implication here is that randomness is inevitably threatened by the introduction of an element of volunteerism, in that each randomly selected case is given an early opportunity to participate or not, prior to the full research process being released to them. This is an important issue, as previous writers have noted that volunteer participants tend to be much more interested, involved and opinionated than those who decline to participate (Peterson, 1982; Tull &

Hawkins, 1987). The obvious corollary, as Mendenhall et al (1986) have noted, is that non-respondents tend to be contented citizens who are either completely disinterested in the subject matter or are happy with things the way they are.

Thus, the preliminary approach methodology was anticipated to result in an element of trade-off in terms of achieving the desired quantity and quality of response, with the positive aspects of above-average respondent commitment to the project being counter-balanced by a magnified danger of non-response bias; not only would there be a typically substantial rejection of the initial invitation to participate, but there would be a secondary loss of data through failure of registered participants to deliver their completed survey as promised. It was therefore thought necessary to revise the initial sample upwards to 1200 (400 in each locale), anticipating 220 responses to an invitation to participate, and 180 returns from 220 previously registered participants.

Response Rates and Non-Response Bias

In each locality, the relevant Parliamentary Register of Electors was used as the sample frame, and a systematic random sample of every n th entry was selected, where n was that number which would result in an initial sample of approximately 400 - n was equal to 98 in two of the study sites, whilst the relevant divisor was 101 in the third case. The computer's 'mail merge' function was used to produce personally addressed (and individually signed) letters to each potential respondent, and the initial invitation letter was mailed on 17 January, 2001 with a postage paid return envelope to facilitate reply.

As 'agree to participate' responses were returned, they were progressed immediately, with the resident survey instrument being sent to the respondent along with the relevant tourism strategy document. Instruments were numbered to permit tracking of responses, and this process allowed one reminder letter to be sent to respondents three weeks after the initial approach. Copies of all correspondence are included at Appendix I, and the details of final response are summarised in Table 9 overleaf. In addition, and as a guide to the determination of possible non-response bias, the demographic data supplied by respondents was tabulated and analysed in comparison with data obtained from the 1996 Census of Population and Dwellings in New Zealand (Department of Statistics, 1998).

Table 9 : Summarised Response Rate Statistics				
Location	Coromandel	Bay of Plenty	Mackenzie	Total
Outward Mail Statistics				
Invitations to Participate	403	403	401	1207
Returned Mail	31	17	21	69
Nett Sample Size	372	386	380	1138
Agreed Participants	89	77	107	273
Inward Mail Statistics				
Response to First Mailout	39	38	43	120
Response to Second Mailout	21	17	27	65
Total Responses	60	55	70	185
Response Rates				
Agreed Participants/Nett Sample	23.9%	19.9%	28.2%	24.0%
Responses/Agreed Participants	67.4%	71.4%	65.4%	67.8%
Responses/Nett Sample	16.1%	14.2%	18.4%	16.3%

Data Analysis Techniques

Data were initially treated as a single set of 185 responses, with the verbal range labels for both belief and evaluative components (Extremely Poor-Good and Extremely Unimportant-Important) being replaced with a simple 1-5 numeric scale to enable calculation of basic descriptive statistics for each of the survey's individual items as well as the belief and evaluative summary questions appended to each section. The results so obtained were used as the basis for satisfaction of this chapter's objective - the identification of approval ratings for an overall tourism strategy, and for each of the separate sections which contributed to that strategy.

In addition, a parallel calculation was performed to measure the importance of the evaluative component, through the construction of a multiplicative index to combine the belief and evaluative scores for each survey section. This approach required the re-classification of evaluative summary responses into a scale which ranged from -2 for 'extremely unimportant' to +2 for 'extremely important', and the calculation of weighted scores by multiplying belief and evaluative components together. As a result of this process, which Fishbein (1963) has argued as a legitimate data manipulation, a range of scores between a -10 minimum (extremely important and extremely poor) and a +10 maximum (extremely important and extremely good) becomes possible.

For each section of the instrument, it was then possible to establish the extent of correlation between the scores awarded for any given item, and both the raw and weighted versions of the scores awarded for the relevant section summary question. In this manner, the internal consistency of both weighted and unweighted section summaries could be provisionally assessed, and a composite correlation matrix was produced to fulfil this requirement. A similar approach was taken with the comparison of both weighted and unweighted section scores to the overall plan ratings awarded, and a further correlation matrix prepared to summarise and display the nature of relationships between section scores and the overall score awarded.

As a numerically substantive data set had now become available for the first time in the research process, it was finally thought feasible to conduct the recommended (Lankford & Howard, 1994; Ap & Crompton, 1998) factor analysis procedures which had been perceived as impracticable during refinement of the earlier process instrument. Factor analysis was believed to be especially critical given the generally modest levels of correlation which had by then resulted from previous data analysis, and was considered vital in terms of discovering any hidden dimensions which may be present in the survey.

Following the procedures recommended by Lankford & Howard (1994), the 36 item resident survey was firstly subjected to the Kaiser-Meyer-Olkin Measure of Sampling Adequacy, to verify its suitability for principal components analysis (PCA). As Lankford & Howard state that any statistic greater than 0.6 indicates a suitable data set, the obtained result of .897 suggested that PCA was an appropriate approach in this instance. A subsequent examination of the unrotated data resulting from application of the PCA process revealed seven factors with an eigenvalue greater than 1.0, and a considerable drop in values between the seventh and eighth factors - Factor Seven had an eigenvalue of 1.201, whilst Factor Eight recorded a value of 0.942. A seven factor solution was accordingly adopted as a provisional framework for further analysis.

The SPSS-X statistical package was used to conduct an iterative examination of the data, separately applying each of several rotation options offered by the software, with results compared to establish which of these approaches was able to generate the most discretely differentiated factor loadings. As Lankford & Howard (1994) had predicted,

the Oblimin rotation with Kaiser Normalisation offered the most clear-cut solution - as those authors had suggested, an oblique rotation will often be the appropriate option when variables are believed to be inter-related to any significant degree.

At the conclusion of factor analysis procedures, it was necessary to slightly vary the sectional structure of the provisional survey to better reflect an underlying dimensionality, and the resulting amended version was then believed to be a valid and reliable measure of overall stakeholder attitudes. It was therefore appropriate to take the revised survey forward to the final part of the research described in Chapter Seven, where inter-relationships between resident survey evaluations and planning process assessments could be more fully investigated.

6.3 Results

Presentation of results for this part of the research commences with a summary of basic descriptive statistics for the entire data set of 185 responses, before the extent and nature of influences introduced by the survey's evaluative component is examined. Responses to demographic questions are then evaluated, and the potential for non-response bias analysed, before describing the nature of open-ended comments made in each of the research locales. Finally, the results of factor analysis are presented, and the subsequent adjustments made to the resident survey described and explained.

Basic Descriptive Statistics

Table 10 presents mean, median and standard deviation scores for the 36 individual survey items, along with the belief (BCS) and evaluative (ECS) summary score awards for each of the eight separate survey sections. Finally, the Table presents basic statistics relating to scores awarded for the 'Overall Plan Quality' summary question.

In general, respondents were mildly positive about the tourism plans they had been asked to evaluate, with only Section E (Environmental Impacts) receiving an overall belief component score (BCS) of less than the 1-5 scale's neutral option of 3.00. Section D (Economic Impacts) was the most highly rated, with a BCS of 3.57, whilst the other six sections recorded a BCS of between 3.19 and 3.47. Standard deviations were also

relatively consistent, occupying a range between 0.83 for section G (Local Tourism Targets) and 1.13 for section E (Tourism's Environmental Impacts).

Table 10 : Summary of Basic Descriptive Statistics									
Section A : About This Tourism Plan									
	Q1	Q2	Q3	Q4	Q5			BCS	ECS
Mean	3.35	3.48	3.38	2.87	2.96			3.31	4.42
Median	3	4	3	3	3			3	5
SD	0.73	0.82	0.83	0.92	0.88			0.91	0.82
Section B : Plan Foundations									
	Q6	Q7	Q8	Q9				BCS	ECS
Mean	3.68	3.62	3.43	3.65				3.42	4.46
Median	4	4	4	4				4	5
SD	0.96	0.95	0.97	0.94				0.94	0.68
Section C : The Local Tourism Industry									
	Q10	Q11	Q12	Q13				BCS	ECS
Mean	3.66	3.17	3.49	3.50				3.47	4.24
Median	4	3	4	4				3	4
SD	0.82	0.90	0.78	0.75				0.90	0.78
Section D : Tourism's Economic Impacts									
	Q14	Q15	Q16	Q17				BCS	ECS
Mean	3.84	3.36	3.68	3.42				3.57	4.24
Median	4	3	4	3				4	4
SD	0.80	0.83	0.90	0.94				0.86	0.81
Section E : Tourism's Environmental Impacts									
	Q18	Q19	Q20	Q21				BCS	ECS
Mean	3.42	2.73	2.81	2.96				2.85	4.52
Median	4	3	3	3				3	5
SD	1.10	1.15	1.18	1.11				1.13	0.67
Section F : Tourism's Social Impacts									
	Q22	Q23	Q24	Q25				BCS	ECS
Mean	2.96	2.78	3.25	3.22				3.19	4.34
Median	3	3	3	3				3	4
SD	1.18	1.02	1.08	1.00				1.07	0.67
Section G : Local Tourism Targets									
	Q26	Q27	Q28	Q29	Q30	Q31	Q32	BCS	ECS
Mean	3.63	3.49	3.25	3.31	3.37	2.98	3.00	3.42	4.23
Median	4	4	3	3	3	3	3	3	4
SD	0.82	0.84	1.10	0.92	0.77	1.01	0.87	0.83	0.77
Section H : Putting It All Together									
	Q33	Q34	Q35	Q36				BCS	ECS
Mean	3.18	3.17	3.05	3.01				3.26	4.24
Median	3	3	3	3				3	4
SD	0.89	0.87	0.84	0.93				0.84	0.75
OVERALL PLAN QUALITY									
Mean	6.61		Median	7		SD	1.59		

The scores awarded for the five items in Section A, About This Tourism Plan, suggested a moderate level of approval for the way that both government agencies and the local tourism industry had been involved in the planning process, and this response was matched by a similar attitude to the time frame chosen by the strategies under review. However, a mildly negative opinion was recorded in terms of the involvement of visitor groups and of other local individuals and organisations - in terms of the latter group, the recorded score of 2.96 was extremely close to a 'satisfactory' rating of 3.00, an opinion which was predictable in terms of the varying approaches to stakeholder involvement described in the three strategies. It was nevertheless interesting to note that the visitor group involvement score of 2.87 was also surprisingly close to the 'satisfactory' rating, despite there being no reported visitor consultation at all in any of the three strategies - it appears that residents are relatively unconcerned with this omission from the recommended tourism planning process.

In Section B, Plan Foundations, the overall tenor of responses was more positive, with three of the four items achieving a score which was slightly closer to the 'good' option than to the 'satisfactory' - mean scores were recorded in a range from 3.43 to 3.68, with the midpoint between 'good' and 'satisfactory' occurring at 3.50. Thus, residents were reasonably happy with the way than their strategies addressed the issues of locally important values and lifestyle features, and only slightly less so in terms of the assessed quality of life in the local area. These opinions were reflected in a positive attitude towards the nature of the vision established for the future of local tourism, suggesting that there may be an underlying sense of resident goodwill towards the industry that operates in their areas.

The idea of a generally approving resident attitude towards local tourism was further developed in Section C, The Local Tourism Industry, in which three of the four items were again scored around the 3.50 midpoint between 'satisfactory' and 'good'. Thus, residents approved of the way in which their strategies had addressed issues of visitor statistics, tourism infrastructure, and local industry capability, though there was a less positive response to discussion of their area's principal tourism sites - item 11 was awarded a score of 3.17, compared to the 3.49-3.66 range recorded by the other three items. Though the survey did not record the actual location of a respondent's physical

address, this result may possibly reflect a differential attitude towards this issue from those who actually live in one of the area's 'principal tourism sites'.

Scores awarded in the three sections which together address the concept of tourism's impacts on the local area were rather less definite. Though residents were clearly approving of the way that economic impacts had been dealt with in Section D, and particularly so in terms of the importance of tourism to the local economy (the item 14 score of 3.84 was the single highest score recorded), they were considerably more cautious in respect of Section E's environmental impacts and Section F's social impacts. Thus, whilst enthusiastic about the job creation potential of their local tourism industry (item 17), alongside the broader financial benefits that tourism is thought to provide (item 16), there was a feeling that the strategies were less than adequate in their attention to other types of impact.

For example, though item 18's score of 3.42 reveals a modicum of support for the ways in which the physical environment had been described, none of the other three items in Section E managed to reach the 'satisfactory' level of 3.00. There was thus an identifiable level of concern in respect of issues related to the environment, and this was confirmed by a belief component summary score which also failed to reach the 3.00 benchmark - environmental concern is therefore an issue which the three strategies have not addressed to residents' entire satisfaction, an observation which was also noticeable to some extent in the Social Impacts ratings recorded in Section F.

Though two of the items in this section were indicative of moderate approval - the description of community attitudes to tourism (item 24) and the identification of critically important tourism issues (item 25), the remaining two items were rated below the 3.00 'satisfactory' option. Thus, residents believed that current land use and ownership patterns had not been adequately addressed (item 23) and, to a lesser extent, that the strategies were marginal in their treatment of current population statistics (item 22). If these responses are combined with the type of attitudes expressed at Section E, it is clearly possible to infer a feeling of unease amongst residents in terms of the strategies' failure to fully grasp the importance of non-economic impacts.

Support levels for the Local Tourism Targets reviewed in Section G were nevertheless consistent, with each of the five 'targets' attracting a range of positive scores between 3.25 (item 28 relating to environmental ambitions) and 3.63 (item 26 relating to general and specific tourism industry ambitions). Therefore, despite a previously expressed caution in their approach to assessing environmental and social impacts issues, residents remained positive about the specific ambitions established in these categories. In fact, it is only when the practicality of ambitions is considered that residents become less enthusiastic - given that both items 31 and 32 are essentially rated as 'satisfactory', there is a somewhat lesser degree of confidence in the eventual achievement of ambition, and in a fair distribution of economic benefits throughout the local area, than in the quality of the previously established ambitions themselves.

It is therefore surprising to note that Section H, Putting It All Together, shows a slightly positive attitude to issues of implementation and review - all four items in this section managed to achieve a score in excess of 3.00 and, although these scores by no means comprise an emphatic endorsement of this strategy section, they do seem to reflect an overall view which may best be described as 'cautiously optimistic'. This assessment appears to carry through to an overall plan score which indicates a significant, if hardly unequivocal, endorsement. However, bearing in mind that the Chapter Four research had already assessed the three subject strategies as fair, acceptable, and poor, the mean plan rating of 6.61 is clearly indicative of a situation where residents are more positive towards their plans than the original assessors had been towards planning processes. This is an important issue that is discussed in depth at Chapter Seven.

It is nevertheless important to maintain a sense of perspective in terms of the results described in the previous paragraphs. Though resident approval levels are indeed higher than those awarded during planning process assessments, a clear tendency towards the centre of the possible range of scores remains evident - individual items score from a minimum of 2.73 to a maximum of 3.84, and belief component scores occupy a range between 2.85 and 3.57. Thus, at both an individual item and a belief component score level, there is a clearly perceptible relationship with the overall score award of 6.61. If a 'mean of means' is calculated over the 36 individual item scores, the result is an overall mean of 3.28 from a maximum possible score of 5.00, and this can readily be equated to

a score of 6.56 from 10. Similarly, when a mean of means is calculated across BCS scores, the resulting statistic is 3.31 from 5.00, or 6.62 from 10. These two measures of central tendency thus proved to be accurate predictors of the 'overall plan quality' score.

Evaluative Component Scores

The immediate impression to be gained from a review of the evaluative component scores (ECS) is the uniformly high importance that residents attach to all aspects of the tourism strategy document, with a median score of either 4 (important) or 5 (extremely important) being recorded for each of the eight sections. Similarly, the mean ECS occupied a narrow range between 4.23 and 4.52, with correspondingly small standard deviations. Clearly, residents are acutely aware of the importance of these issues to their own area, and have consequently made their opinions known in unequivocal fashion.

Though there is clearly a meaningful positive to be found in such an obvious endorsement of the importance of all aspects of the tourism planning process, it is important to also note a more negative interpretation - that residents may have been essentially unable to distinguish any one part of the plan as relatively more important than another. It was therefore necessary to consider the possibility that the introduction of an evaluative component had contributed little or nothing to the instrument's powers of discrimination.

This issue was investigated through the preparation of correlation matrices which used the Pearson's r measure to establish the strength of relationship between individual items and sections, and between sections and overall plan quality scores. In each instance, the raw and unweighted (BCS) data were initially used as the relevant section variable, before repeating the process with the importance weighted scores as discussed earlier. Results of the item-to-section score analysis are presented in Table 11.

The extent of correlation between individual line items and their corresponding 'belief' scores could perhaps best be described as moderate. Four of the individual items (items 1, 2, 10, and 31) fell below the generally accepted retention benchmark of 0.50, when compared with BCS section totals, and a further eleven items recorded mediocre correlation levels of between 0.50 and 0.59. There appeared to be relatively stronger internal consistency within Section B (Plan Foundations), Section E (Environmental

Impacts), and Section H (Putting It All Together), whilst the weak relationships within Section A (About This Tourism Plan) were particular cause for concern.

Table 11 : Item to Section Correlations							
Sec A	Q1	Q2	Q3	Q4	Q5		
Item vs Raw Score	.283	.489	.537	.500	.640		
Item vs Weighted Score	.262	.181	.217	.360	.365		
Sec B	Q6	Q7	Q8	Q9			
Item vs Raw Score	.607	.695	.694	.719			
Item vs Weighted Score	.451	.494	.521	.472			
Sec C	Q10	Q11	Q12	Q13			
Item vs Raw Score	.482	.532	.649	.628			
Item vs Weighted Score	.255	.269	.348	.307			
Sec D	Q14	Q15	Q16	Q17			
Item vs Raw Score	.538	.536	.720	.659			
Item vs Weighted Score	.446	.310	.538	.411			
Sec E	Q18	Q19	Q20	Q21			
Item vs Raw Score	.597	.671	.704	.760			
Item vs Weighted Score	.498	.443	.487	.530			
Sec F	Q22	Q23	Q24	Q25			
Item vs Raw Score	.529	.527	.610	.719			
Item vs Weighted Score	.283	.317	.405	.532			
Sec G	Q26	Q27	Q28	Q29	Q30	Q31	Q32
Item vs Raw Score	.644	.527	.509	.573	.653	.495	.641
Item vs Weighted Score	.343	.296	.254	.334	.482	.392	.426
Sec H	Q33	Q34	Q35	Q36			
Item vs Raw Score	.624	.644	.639	.702			
Item vs Weighted Score	.364	.329	.256	.304			

Table 11 suggests that the introduction of an evaluative component to the instrument was completely ineffective in enhancing internal consistency - in fact, as a cursory visual examination would suggest, the opposite effect was actually achieved. Item by item comparison failed to reveal a single instance in which the importance weighted correlation proved to be superior to its raw score equivalent - the benefits of using weighted score evaluations was by now considered extremely dubious, a perspective which was reinforced by the results of a similar process to examine correlation levels between both raw and weighted section scores and the 'overall plan quality' scores awarded.

Table 12 : Section Total to Overall Plan Quality Correlations								
	Part A	Part B	Part C	Part D	Part E	Part F	Part G	Part H
Raw Score/Total	.597	.732	.638	.610	.706	.784	.724	.629
Weighted Score/Total	.348	.488	.384	.402	.521	.552	.475	.408
Raw Score/Weighted Score	.448	.632	.507	.634	.707	.625	.582	.527

The second and third rows of Table 12 reveal the final justification for a decision to disregard the evaluative component of scores for all future data analysis. As had been suggested by previous investigations, the weighted section score to total correlations proved to be inferior to the raw section score to total results in every case. In addition, the perceptibly positive correlation between raw scores and weighted scores confirmed that both may be measuring the same concepts, and that the continued use of weighted scores would be an unnecessary complicating feature of future research. From this point in time onwards, the evaluative component was therefore discarded.

Non-response Bias and Stakeholder Identity Issues

In both Coromandel and Mackenzie, the gender balance was consistent with census data (Department of Statistics, 1998), whilst female respondents were significantly over-represented in Bay of Plenty. Whilst it was recognised as important to take this factor into account in subsequent data analysis, there were believed to be more pressing difficulties related to respondents' age group, ethnicity, and income distributions.

Table 13 shows that, whilst no age group was significantly over-represented in the sample (the strength of the 60-69 group in Mackenzie is adjusted by a compensating weakness in 70+ group numbers), all three locales show a consistent band of under-representation by respondents aged below 40 years. In Bay of Plenty and Mackenzie, it is the 20-29 group which is significantly below census proportions, whilst in Coromandel it is the 30-39 group. However, when proportional representation for all of the age groups under 40 years are considered together, a consistent pattern emerges - respondents in all three locales are older than their corresponding populations.

Table 13 : Respondent Demographics (note : bolded pairs are significantly different at $p=0.05$)						
Study Site	Coromandel		Bay of Plenty		Mackenzie	
Demographic	Sample	Census	Sample	Census	Sample	Census
Male	46.7%	49.7%	42.6%	49.9%	47.1%	49.5%
Female	53.3%	50.3%	57.4%	50.1%	52.9%	50.5%
Age < 20	1.8%	2.9%	0	3.9%	0	3.4%
Age 20-29	6.7%	13.5%	3.7%	18.6%	4.3%^	16.0%
Age 30-39	8.3%	19.5%	20.4%	22.9%	20.0%	20.0%
Age 40-49	26.6%	19.0%	22.2%	19.6%	28.5%	19.6%
Age 50-59	16.7%	16.3%	24.0%	14.0%	18.6%	14.2%
Age 60-69	23.2%	15.1%	16.7%	11.3%	25.7%	12.9%
Age >70	16.7%	13.7%	13.0%	9.7%	2.9%	13.9%
Income < \$10k	9.1%	35.5%	4.4%	36.3%	7.7%	35.1%
Income \$ 10-20k	27.3%	30.2%	17.8%	27.8%	24.6%	29.4%
Income \$ 20-30k	27.3%	16.1%	15.6%	15.4%	18.5%	17.5%
Income \$ 30-40k	12.7%	8.6%	22.2%	8.7%	16.9%	9.8%
Income > \$ 50k	23.1%	9.6%	40.0%	11.8%	32.3%	8.2%
Maori	0	15.3%	2.9%	35.4%	0	5.7%

A similar pattern was evident in the distribution of respondents amongst the income bands used by the national census. Nationally, more than one third of adult residents report an annual income of less than \$10,000, whilst survey sample proportions varied from 4.4% in Bay of Plenty to 9.6% in Coromandel - at the other end of the scale, an annual income of greater than \$ 30,000 was recorded by 62% of Bay of Plenty respondents (three times the census proportion of 20.5%), and a similar pattern was apparent to a less extreme degree in the other two locales. In other words, the wealthier residents of each area were significantly over-represented in the sample, and there was a corresponding dearth of opinion from lower income groupings.

Finally, the results of questioning related to whether or not respondents considered themselves to be Maori are self evident - out of all of the completed surveys received, one single respondent answered in the affirmative. Thus, despite the fact that all three regions have significant Maori populations (more than one third of all Bay of Plenty people are Maori), there is to all intents and purposes no Maori opinion recorded in this survey - therefore, it is not too much of a generalisation to suggest that the data collected is representative solely of the views of mature and affluent citizens of

European ethnicity. There is thus acknowledged to be an important weakness in the data set subsequently analysed, and this issue is revisited in a later section (7.3) of the thesis.

Open Ended Questions

Responses to the three open ended questions in the resident survey were recorded verbatim during the data input stage of the research process, resulting in a Word for Windows file containing 371 individual comments and approximately 11,500 words. Following Backstrom & Hursh-Cesar (1989), a visual examination of responses was used to identify key phrases and patterns of similar response, and a provisional formulation of categories established to reflect the most frequent and relevant answers. As the authors put it, the intent was to “devise mutually exclusive and exhaustive categories that capture all of the significant data, yet distinguish between truly different thoughts (Backstrom & Hursh-Cesar, 1989:312). At the conclusion of this process, it was possible to isolate eight themes which existed in all three regions, plus a single issue which was only relevant for Bay of Plenty. The final results of this analysis are presented in Table 14, and a verbatim listing of all summarised comments is included with Appendix I.

Table 14 : Resident Strategy Review Comments				
Theme	Total Number of Comments	Mackenzie	Bay of Plenty	Coromandel
1. Product Development & Infrastructure	83	26	25	32
2. Generic Plan Criticism & Cynicism	68	25	22	21
3. Host Community Attitudes	46	22	7	17
4. Tourism Marketing	45	26	10	9
5. The Local Environment	36	19	9	8
6. Financial Considerations	35	15	16	4
7. Local Government Performance	31	14	10	7
8. Stakeholder Considerations	20	5	9	6
Service Problems in the Cruise Ship Market	7		7	
Totals	371	152	115	104

In theme one, there was a significant level of interest in ‘what is going to happen next’, reflected in respondent comments from all three areas in relation to the intended directions for tourism product development, and the infrastructure necessary to support

current and future visitor activity. Both the volume of commentary, and the generally positive nature of expressed attitudes, suggest some degree of enthusiasm for the prospect of increased local tourism, and there was little, if any, evidence of negativity towards the industry and its practitioners. The broad impression gained was one of residents wanting to see more tourism happen, provided that development could occur very much on their own terms.

Theme two contained two major strands of opinion, the first of which centred around an assessment that the subject tourism strategies were primarily comprised of meaningless generalities to the extent that they contained no specific detail of what was actually planned - for the respondents holding these views, the strategies promised much more than they delivered, for they found it difficult to isolate and assess the specific tourism industry actions that were being advocated. This view was most strongly held in Bay of Plenty, where fifteen respondents expressed some variant of that opinion, but was also evident in nine comments received in Mackenzie and three in Coromandel. As a corollary, a total of eleven respondents had expressed doubts about whether the plan they had read would ever be implemented, either in whole or in part.

The second main issue was a belief that there were errors of omission in the plan, or that the planners had reached an over-ambitious set of conclusions on the evidence available to them. Thirteen Coromandel residents felt that their situation analysis section was incomplete or inaccurate in some way, and this perspective was also apparent in seven Mackenzie responses and three Bay of Plenty comments - the 'over ambitious' evaluation occurred three times in Mackenzie and once in Coromandel.

Though the Host Community Attitude theme received considerably more attention in Mackenzie than in Bay of Plenty, recorded comments were indicative of a similar locus of opinion. In Mackenzie, the tourism strategy had offered a reasonably strong criticism of poor service standards amongst local businesses, and an indifferent attitude towards tourists by residents - ten responses commented on these criticisms, in every case to support the former and reject the latter. The same defensive attitude was clearly evident in Bay of Plenty comments, with five out of seven responses indicating some concerns about the adverse impact of tourist activity on the established contemporary lifestyle. A

more balanced series of comments was noted in Coromandel, with a majority expressing guarded support for controlled growth in tourism, whilst acknowledging that peak season tourism placed considerable strain on both the area's facilities and the people who live there - however, six residents believed that their region was being sacrificed for an economic bonanza which was unlikely to occur, and could well become a tourism eyesore along the lines of Queenstown or Surfers Paradise. The potential for conflict resulting from stakeholder consultation was clear from this response pattern, though how the conflicting sets of opinion might be reconciled is not quite so obvious.

These contrasting attitudes to tourism were broadly reflected in the nature of comments made in relation to the Tourism Marketing theme. In Mackenzie, where overall opinion appeared to be the most positive, all 26 comments were encouraging, in the main seeming to endorse an increased level of future tourism. A rather more muted response was evident in Coromandel, where seven out of nine comments offered constructive suggestions for improved marketing of tourism in the area - the remaining two comments indicated that visitor demand should be allowed to evolve slowly and naturally. Only three Bay of Plenty residents offered positive suggestions for improved marketing practices, and this was indicative of a general attitude which extended into the environmental opinions expressed.

Five Bay of Plenty responses indicated discontent with the plan's level of attention to the fifth identified theme (environmental issues), whilst a further respondent was openly suspicious of the practical implications contained within the plan's objective to 'achieve an appropriate balance between natural and built elements'. In Mackenzie, environmental concerns were framed in terms of offering solutions rather than identifying problems, along the lines of 'here's what we should do to ensure that more tourists don't damage our environment'. Surprisingly, given its nationwide reputation as a centre for 'green' thought (the region currently returns New Zealand's only elected member of parliament from the Green Political Party), Coromandel residents expressed extremely low-key and relatively neutral opinions in this respect.

The sixth theme to emerge, that of financial considerations, was centred around a fear that expanded tourism would necessarily mean expanded public budgets and a

consequent call for increased ratepayer support. This area of concern was made most explicit in Mackenzie, where eight out of fifteen 'Financial Considerations' comments were directly related to concerns with possible tourism-based rates increases, but the issue was also a feature of three Bay of Plenty responses and a single Coromandel comment. One resident in each of the latter two areas chose to make a positive suggestion relating to possible alternate sources of funding.

The often tense relationship between residents and their local authority(ies) was also apparent in the seventh theme, that of local government performance. A surprisingly consistent issue here, with four mentions in Mackenzie, four in Bay of Plenty and two in Coromandel, was the concept of internal favouritism, with some individual communities seen to be receiving more favourable treatment from local government than others. In addition, the Mackenzie local authority was seen as an over-cautious and unadventurous barrier to tourism development by eight respondents, an attitude which was echoed by three Bay of Plenty suggestions of what might be termed 'general incompetence', and a scattering of disparaging Coromandel comment about negative council attitudes, personnel quality, and an excess of bureaucracy in development approval procedures.

The final common issue related to some degree of disquiet at the nature and extent of stakeholder consultation which had taken place during strategy formulation. Whilst the majority of comments (9) were content to advocate more intense consultation in a generic sense, one Mackenzie respondent noted that the tourism strategy for his area did not specifically identify those who had been consulted. Three others identified specific groups who ought to have been consulted, and apparently were not, an observation which was repeated twice in Bay of Plenty and once in Coromandel. In the Bay of Plenty, four respondents were concerned that the two local councils involved were insufficiently co-operative with each other, whilst one Coromandel resident felt that the co-operative element was lacking between tourism industry participants themselves.

Factor Analysis

During the construction and refinement of the strategy assessment instrument described in Chapter Five, it would have been useful to perform a factor analysis procedure to determine whether the 36 items in the final instrument had been correctly allocated into

the most appropriate sub-sections - however, as has already been noted, the limited quantum of data available at that stage of the process did not permit the implementation of those procedures. With 185 responses available to the resident survey, factor analysis was now a possibility.

Table 15 : Principal Components Analysis (PCA) Results for the Resident Evaluation Scale						
Factor		Item			Factor Loadings	
1. Local Issues and Targets Eigenvalue 11.767 34.609 % of Variance		26 Quality of Overall Ambitions			.676	
		30 Choice of Strategies			.664	
		29 Quality of Social Ambitions			.661	
		28 Quality of Environmental Ambitions			.645	
		27 Quality of Economic Ambitions			.628	
		24 Community Attitudes to Tourism			.463	
		25 Describing Current Local Tourism Issues			.456	
		32 Distribution of Tourism Benefits			.420	
2. Additional Impacts of Tourism Eigenvalue 2.774 8.160 % of Variance		20 Important Flora and Fauna			.814	
		19 Local Climatic Conditions			.785	
		23 Land Use and Ownership			.722	
		22 Current Population Statistics			.658	
		21 Visitors vs the Environment			.651	
		18 Physical Description of Environment			.495	
3. Implementation and Review Eigenvalue 2.123 6.243 % of Variance		35 Estimating Implementation Cost			.867	
		36 Allocating Implementation Costs			.835	
		34 System of Review and Evaluation			.488	
4. The Local Tourism Industry Eigenvalue 1.659 4.880 % of Variance		13 Current Local Industry Capability			.731	
		12 Nature of Existing Infrastructure			.705	
		11 Principal Tourism Sites			.674	
		10 Current Visitor Statistics			.596	
5. Local Vision and Values Eigenvalue 1.511 4.444 % of Variance		7 Important Lifestyle Features			.894	
		6 Locally Important Values			.847	
		8 Overall Quality of Life			.826	
		9 Vision for Local Tourism			.514	
6. Economic Impacts of Tourism Eigenvalue 1.378 4.054 % of Variance		16 Financial Benefits of Tourism			.855	
		14 Relative Importance of Tourism			.720	
		17 Job Creation Potential			.711	
		15 Fit With National Tourism Plans			.590	
7. Planning for Local Tourism Eigenvalue 1.159 3.410 % of Variance		3 Tourism Industry Involvement			.809	
		4 Visitor/Tourist Involvement			.725	
		5 Secondary Stakeholder Involvement			.610	
		2 Governmental Involvement			.598	
		1 Time Frame of Plan			.443	
Eigenvalues		Explained Variance			Alpha Coefficient (Total Scale)	
22.371		65.799%			.895	
Alpha F1	Alpha F2	Alpha F3	Alpha F4	Alpha F5	Alpha F6	Alpha F7
.875	.889	.807	.782	.843	.815	.781

Though factor analysis was able to clearly allocate 34 of the 36 items to one of the seven new factors - following the advice of Ap & Crompton (1998), the benchmark figure for effective loading was set at 0.40 - the remaining two items failed to load saliently on any one factor, and were therefore eliminated from the revised survey.

The final seven factor solution over the 34 surviving variables incorporated cumulative eigenvalues of 22.371, and explained a total of 65.799% of the variance present in the data set. The first factor to emerge was primarily comprised of items which had originally been included under the “Local Tourism Targets” part of the resident survey. In addition, items about community attitudes to tourism, and currently topical local tourism issues, were most appropriately located here, whilst the item relating to chances of objective achievement was one of two deleted from the survey altogether. This factor was therefore renamed “Local Issues and Targets”.

Factor Two represented a blend of variables taken from the ‘Environmental Impacts’ and ‘Social Impacts’ sections of the survey. Given that the ‘Economic Impacts’ section had survived unscathed as a factor on its own, this combination of environmental and social concerns was renamed ‘Additional Impacts of Tourism’. Factor Three included three out of the four items included under the ‘Putting It All Together’ section of the resident instrument, with the item relating to allocation of implementation responsibility failing to survive the factor analysis procedures. This third factor was therefore renamed ‘Implementation and Review’ as per the original planning process instrument.

The remaining factors served to reinforce and endorse the original disposition of variables into resident survey sections. Factor Four reflected the content of ‘The Local Tourism Industry’ section and was therefore not renamed, whilst Factors Five, Six, and Seven contained the variables from ‘Plan Foundations’, ‘Economic Impacts’, and ‘About This Tourism Plan’ respectively. These new factors were also renamed to more closely reflect the original process terminologies, as ‘Vision and Values’, ‘Economic Impacts of Tourism’, and ‘Planning for Local Tourism’ respectively.

As a final step in the survey restructuring exercise, a Cronbach’s alpha was calculated for each of the seven new factors, and also for the overall restructured survey, with

results as shown in the final rows of Table 15. The overall alpha coefficient of .895 was regarded as acceptable, and each of the alphas for the contributing factors was comfortably in excess of the recommended 0.75 benchmark for a satisfactory result. It was therefore considered reasonable to use the revised 34 item instrument as a basis for further analysis to be described in Chapter Seven.

6.4 Discussion

The research described in this chapter has moved away from a relatively objective criticism of planning processes, and consciously sought to gather subjective opinion of the actual plans that had been prepared for three separate destination locales. In brief, the research methodology applied a number of language and presentation amendments to the previously derived 36 item process instrument, and used the resulting product survey to gather local resident evaluation of the plans produced for their own area. This section discusses some of the issues which arose during this evaluation, before returning to a consideration of the research objective addressed in this chapter.

Quantitative Approval Ratings

The overall tone of resident attitudes, as indicated by the Chapter Six survey, has previously been described as 'cautiously optimistic', and this type of result can be regarded as reasonably consistent with much of the literature. For example, Davis et al (1988) classified 415 Florida residents on the basis of their overall attitudes, finding that only 16% were antagonistic or negative about tourism, and 20% were highly enthusiastic. As these authors then concluded, nearly two thirds of respondents were willing to be convinced of tourism's benefits for their community. Liu et al's (1987) frequently quoted cross-national study of communities in Hawaii, Wales and Turkey suggested moderate levels of support for tourism, albeit with some reservations, and these findings were supported by King et al's (1993) review of resident opinion in the high profile tourism destination of Fiji. Furthermore, a series of longitudinal studies in Scotland, over a 14 year time span, revealed that these positive attitudes were highly resistant to change over time, even in a situation where considerable changes had taken place in tourist density and visitor behaviour patterns (Getz, 1994). Positive resident attitudes, or at least a willingness to be persuaded, are a well established phenomenon.

A common feature amongst all four of the studies cited above is a contention that residents are readily able to distinguish specific issues within the overall package of costs and benefits that tourism brings to a host community, and there is some support for this belief in the findings of the current research. Within the context of a generally modest level of approval, it was apparent that the planners' treatment of Economic Impacts was more favourably received than other sections, whilst their attention to Environmental Impacts was consistently seen as a comparative weakness. These observations indicate that residents may in fact be more aware than their institutional planners of the type of environmental danger reported by authors like Bramwell & Lane (1993), McKercher (1993), and Cater (1993).

In this respect, if residents feel that economic issues are (relatively) well handled, and environmental ideas (relatively) poorly handled, there is a suggestion that they would prefer to see their tourism strategy moving further from the type of economic approach described by Getz (1987) and closer to that author's description of a physical/spatial approach. However, it is important to recall that the 'high' rating Economic section recorded a score of just 3.57 against the 'low' rating Environmental score of 2.85 (see Table 10, p.187), again indicating a perceptible tendency for score awards to be compressed in a narrow band around a moderately positive central point.

Given the literature's commentary that residents are readily able to distinguish between positive and negative issues, to balance the positive with the negative, and to therefore determine relative priorities, it was surprising to note the lack of discrimination in their importance ratings - here, the compression of opinion into a narrow band was marked, with the highest mean score in Table 10 at 4.52 and the lowest at 4.23. In this context, the process of introducing, evaluating, and eventually discarding a series of importance weight questions has been fully described in an earlier part of the thesis, but it is nevertheless interesting to reflect on the implications of this apparent inability to significantly distinguish the importance of any one planning element from any other.

In this respect, there could well be an element of social conformity reflected in the uniformly high importance ratings awarded by virtually all respondents in all three

locations. Considerable time and effort had been expended in clarifying the language of both plan summary and resident survey, prior to their release to local stakeholders, and it is possible that the content of all eight sections had eventually been presented in a manner which succeeded in underlining their importance to a significant degree. In addition, especially for high profile issues such as environmental protection, there is a considerable societal pressure to conform with conventionally expressed ideas, and it would thus be unusual for a respondent to openly observe that such issues were in fact not at all important - in circumstances like these, there is a considerable felt need to report 'acceptable' opinions rather than honest ones. From this perspective, however, the results of factor analysis proved to be rather more illuminating.

The factor analysis procedures were initially useful as a confirmatory technique, ratifying the majority of survey items in terms of the section to which they had been previously allocated (see Table 15, p.199). In this respect, discounting the two survey items which could not be accommodated in any of the seven new factors, sectional allocations were reinforced for 32 of the remaining 34 items. Thus, the original 36 items in eight sections had become 34 items in seven factors, a process which can legitimately be classified as a detail adjustment only.

By far the most influential part of strategy content, as evidenced by Factor One's explanation of 34% of total variation, was related to the actual tourism targets selected by local planners - this single factor explained more of the variance in the data set than the other six factors combined. Thus, though the earlier parts of the strategy - stakeholder participation, vision and values, and situation analysis - were recognised as useful to at least some degree, there was a strong suspicion that respondents had attached considerably greater weight to what was actually going to happen in their region. Perhaps understandably, there was more perceived relevance in what planners had decided to do than in how they managed to arrive at their final decision.

This apparent focus on 'end' rather than 'means' runs counter to much of the more recent community participation literature. Building on the pioneering foundations of Murphy's (1981; 1983; 1985; 1988) community planning work, writers like Ap & Crompton (1993), Ritchie (1993), and Long & Nuckolls (1994) have portrayed local

communities as intelligent, thoughtful and committed groups of individuals who are much more capable than government or the tourism industry of determining an holistic view of the future for their area. In contrast, this research reveals that 'soft' issues, like visioning and values, and stakeholder inclusive planning, are less important to respondents than issues related to what is actually scheduled to take place in their communities. This early identification of 'what is going to happen next' as the single most important resident issue was substantially supported by subsequent free format comments.

Open Ended Questions

Overall, the 371 individual comments received were cumulatively able to provide some degree of support for the type of quantitative results discussed earlier, in that residents were clearly able to incorporate a wide spectrum of issues into their consideration of whether tourism was overall beneficial or detrimental to their community. In this respect previously expressed ideas of stakeholder sophistication (Ap & Crompton, 1993) are well supported, with local residents portrayed as discerning and incisive critics. However, there is no support for the theme of multiple local issues existing in highly site-specific social environments (Gunn, 1994; Hall, 2000). Apart from what was apparently a local 'hot topic' concerning inadequate tourism industry responses to cruise ship visits in Bay of Plenty, the determination of common themes across all three areas was a relatively straightforward exercise. In this context, it appears, at least in New Zealand, that the issues which concern residents are relatively clear-cut and consistent.

In particular, the major areas of resident concern were again reinforced as those related to the practical courses of action that tourism interests should be taking in their areas, though there was a strong supporting role played by cynical doubts as to whether a local tourism strategy was actually worth any more than the paper it was printed on. A generally favourable attitude towards tourism was thus reflected in some positive ideas for destination marketing, tempered with appropriate cautions against unwarranted environmental damage, whilst the commentary on local government performance was probably no more, or no less, negative than the somewhat irreverent attitudes which form part of the national psyche.

In many ways, these 185 respondents seemed to be offering a reasonably even-handed and sensible response to the strategies - if their plan was going to have any meaningful impact on the future for their area, residents had some useful comments to make; however, past experience with local bureaucracy had left some wary of becoming over-excited by a plan that was thought unlikely to ever be implemented. It was perhaps this balanced combination of reason and realism that most heavily influenced the resolution of the current chapter objective, and this perspective is further discussed below in terms of specific survey sections.

Respondents were moderately positive in their Section A ratings of the extent to which stakeholders had been satisfactorily involved in the plans under review, with the 3.31 mean score ranking clearly ahead of the 'satisfactory' score of 3.00. This issue was clearly appreciated as critical, with the mean evaluative score award of 4.42 reflecting categoric endorsement of the importance of stakeholder involvement as an integral part of the planning process. Thus, though falling short of a clearly positive endorsement of stakeholder involvement practices, it was apparent that respondents felt there to be no serious problems in this area.

A similar response was recorded in terms of the Section B 'Vision and Values' section, with an awarded mean score of 3.42. This foundation aspect of strategic planning was also believed to be essential, with the evaluative component recording a score of 4.46, the second highest of the eight 'importance' scores. At this chronological stage in the planning of local tourism, there thus appeared to be a generally positive response to the way in which people had become involved in the process, and a reasonable degree of enthusiasm for the foundation elements of strategy that these people had been able to establish. However, reaction to the final group of foundation elements was not quite so encouraging.

The concept of a local situation analysis had been surveyed through the conduct of evaluation over four sub-groups of criteria : the performance of the local tourism industry in Section C, and the extent of concern with the economic, environmental, and social impacts of tourism development plans in Sections D, E, and F respectively. Some polarisation effects were found in this part of the research, with the 'economic impacts'

sub-section receiving the most enthusiastic endorsement (mean score of 3.57 awarded) and the 'environmental impacts' sub-section the only criteria set to be awarded a mean score (2.85) below the 3.0 'satisfactory' figure. Whilst evaluations remained mildly to moderately positive in respect of the remaining two categories ('social impacts' achieved a mean of 3.19 against the award of 3.47 to 'the local tourism industry'), the significance of these somewhat equivocal ratings can be seen in the consistently high importance scores awarded to all four sub-groups. This was highlighted by the ratings for 'environmental impacts' simultaneously providing the lowest mean for the 'belief' component and the highest mean for the 'evaluative'.

It was in the situational analysis sub-sections that the first real expressions of resident concern became evident. Thus, whilst respondents seemed comfortable with their strategies' description of current levels of tourism activity in their areas, and the local industry's capacity to cope with anticipated future levels of tourism, they appeared to adopt a more broadly based approach to potential impacts than did the strategy authors. In particular, analysis of economic issues was greeted with significant levels of support, suggesting a competent depiction of tourism as an economic entity, but there were clear cautionary signals to be seen in the more critical attitudes to environmental and social provisions of the plan. In short, residents appeared to be saying that the strategies were of acceptable quality as business plans, but that perhaps the purely economic focus of the business plan approach was not entirely appropriate for a local tourism strategy.

Given respondents' demonstrable ambivalence towards foundation elements of the plans they evaluated, it was somewhat surprising to find that the generic goals and specific objectives evaluated at Section G were relatively well supported. Respondents' mean performance score award of 3.42 occupied the upper register of resident opinion, whilst the importance score award of 4.23 was broadly consistent with scores attributed to other sub-sections. Thus, despite an expression of barely moderate support for the way that local planners had established a framework for their planning decisions, residents appeared to be relatively happy with the specific courses of action that tourism interests had decided to embark upon. When the importance of goals and objectives, as established by factor analysis, is taken into account, this is an important finding.

Finally, based upon the consistently weak results achieved for 'implementation and review' during the assessment of planning processes at Chapter Five, it was not surprising that Section H was rated less positively by respondents than many of the other sections. However, whilst the mean 'belief' score of 3.26 was consistent with the researcher's prior expectations, the (relatively) low 'importance' award was something of a surprise. This may be attributable to the degree of cynicism revealed by responses to the open-ended questions, and may reflect a belief that implementation and review was of limited importance in a circumstance where the strategy was highly unlikely to ever be actioned.

In summary, and returning to a chapter objective that sought to 'establish quantitative levels of local resident support for a cross-section sample of sub-national tourism development strategies', the evidence assembled to date suggests a tendency towards the positive. Quantitative levels of support have been established as the chapter objective intended, and the levels so obtained indicate a moderately optimistic assessment of what the sample of strategies had achieved. Asked to award a mark of between zero and 10, as an omnibus evaluation of overall plan quality, the 185 respondents managed to use the full range of options open to them - a single zero score was awarded alongside three scores of 10/10. The mean plan quality rating across all responses, at approximately 66%, was appreciably higher than the overall mean rating of planning process quality established by the process instrument assessments, and this was an interesting foundation for the comparative work which is described in Chapter Seven.

6.5 Conclusions

The research reported in Chapter Six has sought to complement earlier consideration of tourism planning processes, by introducing a local resident survey of the actual tourism strategies produced in three different New Zealand locales. The research began by standardising three very different tourism strategy documents, in terms of their presentation quality and language use, into a common readership format and document size, and by redrafting the original planning process assessment instrument into a format which would function as a resident survey of planning outcomes. The 'product' survey

instrument which resulted was then pilot tested, before its administration to a total of 185 respondents spread across the three survey areas.

The battery of key tasks which prefaces this chapter was then addressed, firstly through the evaluation of resident beliefs in terms of each of the survey sub-sections. In this respect, a reasonably consistent pattern of results was obtained, across a relatively narrow range, with the overall level of expressed support broadly reflecting the results recorded for each contributing section. If the belief component summary (BCS) and overall plan award scores reported in Table 10 (p. 187) are expressed as percentages, the overall plan award of 66% falls part way along a continuum of BCS scores between a minimum of 57% and a maximum of 71%. Resident evaluations are moderately positive, and are expressed across an equally moderate opinion band.

In terms of importance ratings for individual issues, attention to the second component of this chapter's key task listing firstly revealed a range of score awards that was significantly higher than the previous 'belief' scores, and secondly indicated that no single section stood out as being more vitally important than the others. When the evaluative component summary (ECS) scores were similarly converted to percentages, the location of all items between a minimum of 84% and a maximum of 90% was reflected in a range of awards which lay between the 'important' and 'extremely important' survey options. Residents thus believed that all strategy sections were all but equally important, and were unable to distinguish between sections in terms of their relative salience.

When the results of the research activity required by this chapter's key task listing are applied to the chapter objective, it is clear that a further stage in the overall research design has been substantially completed. Quantitative levels of resident opinion have indeed been established for the sample of three strategies selected at the close of Chapter Five, and one result of the Chapter Six research has been the determination of a refined, 34 item version of the resident survey instrument which would subsequently be used in the research described during Chapter Seven.

At this stage therefore, a reasonably unified body of resident opinion has been added to the rather more fragmented planning environment discussed in Chapters Three, Four and Five. Chapter Three has described the structural arrangements for tourism planning as being considerably open to interpretation; Chapter Four has indicated a consequent variation in the way that institutional responses have evolved; Chapter Five has been lukewarm at best in its overall assessment of planning process quality; and now Chapter Six has been slightly more positive about resident attitudes to planning outcomes. The stage is therefore set for a further investigation of the relationship between these contributing elements, and this provides a platform for the research described in Chapter Seven.

7. PLANNING PROCESS QUALITY AND LOCAL RESIDENT EVALUATIONS

Fig. 32 : Chapter Seven Objective and Methods		
Chapter	Research Objective	Methods
Chapter 3 : Evolution of Tourism Policy and Planning Structures in New Zealand	Describe the structural arrangements that have been established to guide tourism planning activities in New Zealand.	Secondary data review
	↓ ↓ ↓	
Chapter 4 : Tourism Planning in New Zealand : Institutional Attitudes and Behaviours	Ascertain the methods used by national, regional, and local agencies to determine tourism development strategies at a national, regional and local level.	Personal Interviews Mail Surveys
	↓ ↓ ↓	
Chapter 5 : Development and Application of a Planning Process Assessment Instrument	Evaluate the extent to which sub-national tourism development strategies incorporate the principles of stakeholder participation and strategic orientation.	Design and application of quantitative scale
	↓ ↓ ↓	
Chapter 6 : Local Resident Evaluation of Tourism Strategies	Establish quantitative levels of local resident support for a cross-section sample of sub-national tourism development strategies.	Mail Surveys
	↓ ↓ ↓	
Chapter 7 : Planning Process Quality and Local Resident Evaluations	Evaluate the implications of stakeholder participation and strategic orientation in terms of subsequent levels of local resident support for sub-national tourism development strategies.	Statistical Analysis

At the conclusion of Chapter Six, an evaluative survey instrument to measure resident opinion had been developed, pilot tested, and implemented with a sample of 185 respondents randomly drawn from three separate study areas. The data collected through this process had been analysed to determine resident attitudes to the tourism plans prepared for their own local area, and a factor analysis procedure had been carried out in the interests of maximum instrument reliability and validity.

Thus, for each of the three study areas, it was now possible to assemble parallel data sets reflecting two perspectives of local tourism planning - firstly, a Chapter Five assessment of the processes used, carried out by assessors who had no personal connection or subjective involvement with the study areas; and secondly, a Chapter Six survey of outcomes, carried out by at least 50 local residents, each of whom was presumed to be personally involved and subjectively interested in the relevant tourism plan. The overall intention of the research described in Chapter Seven was to establish the nature and extent of relationships within and between the two data sets.

7.1 Key Tasks

In order to achieve the central objective established for Chapter Seven research, the data analysis procedures described in the chapter were firstly devoted to examination of the nature and extent of variance within both the planning process assessment (description of this research is henceforth abbreviated to *PROCESS*), and the survey of resident opinion (similarly described as *PRODUCT*). Secondly, the research examined the nature of relationships between the *PROCESS* scores on the one hand, and the corresponding *PRODUCT* scores on the other, in an assessment of the *PROCESS* instrument's utility as a potential predictor of subsequent *PRODUCT* results. The overall objective for the chapter can therefore be expressed in terms of the key tasks listed below :

- * Rationalise the format of the *PROCESS* and *PRODUCT* instruments to the extent that the practicality of direct comparison is enhanced.
- * Examine the *PROCESS* scores obtained by each of the three subject tourism strategies, and evaluate the observed differences in scores for both the whole planning process and its component elements.
- * Examine the *PRODUCT* scores obtained by each of the three subject tourism strategies, and evaluate the observed differences in scores for both the overall plan and its component elements.
- * Use quantitative statistical analysis to determine the relative importance of individual elements of the *PRODUCT* instrument, in the interests of maximised predictive power.

- * Assess the nature of relationships between the scores awarded as a result of the *PROCESS* assessment and the scores awarded as a result of the *PRODUCT* evaluation.

7.2 Methodology

The research described in Chapter Seven is primarily a quantitative data analysis exercise, working with data sets assembled as a result of field work conducted earlier. This methodology section is therefore mainly concerned with establishing a rationale for the selection of specific analytical techniques, and presenting the operational detail relating to their subsequent implementation. It is therefore considered appropriate to present the portfolio of techniques in chronological order.

Instrument Rationalisation

During earlier phases of the research, the initial *PROCESS* instrument had been progressively refined from a 75 item draft to a 36 item field version. The 36 items were divided into five discrete domains, with each domain score calculated through the unweighted summation of contributing items. In turn, an overall score for the instrument was obtained by a simple summation of the five domain scores.

The *PRODUCT* survey had originally been based upon the same 36 item core as the *PROCESS* instrument, but with the addition of specific summary items related to belief and importance measures, along with an item establishing an overall plan quality rating - these measures were therefore directly solicited from respondents, as opposed to being arithmetical summations of individual item responses. Furthermore, factor analysis procedures had resulted in the elimination of two of the original 36 items, and some movement of individual items from one section to another - the result was a seven section structure, with each section based upon a factor which had emerged during principal components analysis.

An early part of this chapter's data analysis was therefore devoted to regularising the structure of the two instruments, with the original *PROCESS* instrument being adjusted to structurally conform with the revised 34 item *PRODUCT* survey. The decision to

regularise *PROCESS* to *PRODUCT*, as opposed to the reverse direction alternative, was taken in recognition of the more rigorous refinement techniques applied to the latter instrument. In particular, though the conduct of factor analysis is a commonly recommended procedure to maximise the reliability and validity of specially designed instruments, the necessarily small *PROCESS* data set had negated any possibility of its use during that instrument's refinement phase. In contrast, the 185 responses to the *PRODUCT* survey had allowed for a conventional factor analysis procedure, and the resulting seven factor structure was thus believed to be more reliable and valid than the five domain *PROCESS* assessment.

Thus, the core of each instrument was the battery of 34 items which had survived the *PRODUCT* survey factor analysis, items that themselves were originally derived from parallel questions in the *PROCESS* instrument. It was therefore straightforward to delete two now redundant items from the *PROCESS* instrument, and to directly align the remaining items to the item order and factor structure of the *PRODUCT* survey. Finally, a summed index was included, in each instrument, to quantify the total score for any *PROCESS* section or *PRODUCT* factor, and a total of section scores was also used to generate an overall score for the *PROCESS* instrument. The directly awarded 'overall plan quality' score on the *PRODUCT* survey was retained, both as the primary variable of interest and as a perceivedly superior measure to any artificially constructed index - in the event that evaluations can be directly sourced from the sample of respondents, it is both inappropriate and unnecessary to rely on an arithmetically calculated substitute.

Backstrom & Hursh-Cesar (1989) argue that the creation of new variables such as section indices is a legitimate component of the data analysis process, and offers a useful mechanism by which large volumes of data can be summarised to facilitate their comparison. Thus, subject to verification of internal consistency, a simple additive summary of individual items can be used just as effectively as the original items which comprise that summary. As analysis continued, it was therefore possible to work with an eight item summary of each instrument (seven factor indices plus an indexed or directly awarded overall score) rather than the full data set of 34 individual items.

In addition, though the small number of contributors to the *PROCESS* data set was a significant limitation to the applicability of formal statistical testing, it is argued that the *PRODUCT* data successfully met the criteria for the application of parametric testing in subsequent analysis (Backstrom & Hursh-Cesar, 1989). Firstly, the *PRODUCT* sample was randomly selected from the relevant population, though issues of non-response bias are again acknowledged, and addressed later in this chapter. Thus, the three *PRODUCT* sub-samples are believed to qualify as independent samples - despite their concern with identical subject matter, the three participant groups are clearly distinguished from each other, with each group member having had no opportunity to participate in the others.

Secondly, the acceptably normal distribution of the sample data supported an *a priori* assumption that the overall population would be similarly distributed, and that none of the sub-groups within the population would have values that were materially different from any other sub-group; in other words, that within-group variances would essentially be homogenous. Thirdly, though it is technically more accurate to describe these data as ordinally scaled, it has become almost standard practice to accept data derived from Likert-type scales as interval in nature (Tull & Hawkins, 1987). Data analysis through application of parametric techniques was therefore adopted as the most logical, appropriate, and effective choice for the *PRODUCT* survey.

***PROCESS* Instrument Analysis**

Analysis of the scores awarded for the *PROCESS* assessment began with a visual comparison of the scores recorded by all three plans for each of the seven section indices and for the overall score index - scores were obtained by aggregating the three assessor awards for the relevant item, and converting the aggregate to a proportion of maximum available scores. In this manner, a pattern of *substantive* significance in between-plan differences was established, before the existence of *statistical* significance was addressed as far as data set limitations would permit.

According to Bordens & Abbott (1991), the internal validity of a data set, such as that obtained by the *PROCESS* scale, can be threatened through the influence of individual assessor characteristics. In other words, the operation of a 'rater effect' can act as a confounding, or 'blocking' variable to the extent that any perceived variability in the set

of three strategies may well be attributable to assessor characteristics rather than any underlying differences in the data. To take this possibility into account in statistical testing, a Friedman 'two way analysis of variance' test was conducted (Tull & Hawkins, 1987) - the χ^2 statistics which resulted from the application of this test were then compared with a table of critical Chi-square values, to determine the probability (p) that apparent variability had been caused by rater influence.

Variability was then further investigated through the administration of paired comparison tests (Tull & Hawkins, 1987). In other words, three direct one-on-one comparisons were made, of each of seven factor scores and of the overall score awards, to determine the extent to which assessors had actually demonstrated a significant preference for the Coromandel over the Bay of Plenty strategy, for Coromandel over Mackenzie, and for Bay of Plenty over Mackenzie. At the conclusion of this part of the research, it was therefore possible to indicate the likely nature of between-sample variance in the *PROCESS* results, from a substantive perspective if not a statistical one.

***PRODUCT* Survey Analysis**

This part of the data analysis commenced with the application of a one-way ANOVA to test the null hypothesis that there were no significant differences in factor and total scores when considered in the light of the identified sub-groups - Coromandel, Bay of Plenty, and Mackenzie respondents (Backstrom & Hursh-Cesar, 1989). In this respect, ANOVA was performed on each of the seven factor indices, and on the directly awarded plan quality scores, using the conventional 0.95 significance level ($p=0.05$).

Prior to the implementation of ANOVA however, it was necessary to delete a total of 32 cases from the original data set of 185 - eleven cases due to respondents having omitted to indicate an 'overall plan quality' score, and a further 21 random cases to fulfil a key ANOVA assumption of identically sized sub-groups (Bordens & Abbott, 1991). In total, nineteen responses were deleted from the Mackenzie sample of 70 cases, four from the Bay of Plenty sample of 55 cases, and nine from the Coromandel sample of 60 cases. Thus, ANOVA was conducted with a final sample of 153, or 51 cases from each of the three study sites, before a series of paired comparison tests was conducted to establish a more detailed picture of the variability revealed by the ANOVA process.

At this stage, it was deemed necessary to assess the impact of bias related to respondents' age group and income characteristics. Calculation of a correlation coefficient between these two demographic criteria revealed a mild and negative relationship ($r=-.228$), or a situation where income tended to decrease as respondents grew older. As both younger people and lower income earners had been significantly under-represented in the original data set, it was therefore not possible to construct a weighted sample which would simultaneously rectify for both these biases. However, following the advice of Bordens & Abbott (1991), two separate 'dummy samples' were constructed through selective multiple counting of responses, one to correct for age bias and one for income bias. Descriptive statistics from the new sample were then compared to data from the legitimate field sample, using Z-test procedures to check for significant differences in mean.

***PRODUCT* Survey Weightings**

In order to evaluate the unique contribution made by each *PRODUCT* factor, in terms of determining the overall plan quality score, multiple regression analysis was performed on a data set of 174 responses - as noted previously, eleven respondents had not indicated an 'overall plan quality' score. The seven factor index scores were treated as predictor variables, and the directly solicited overall plan quality score as the criterion variable, with a simple regression process selected in preference to the hierarchical or stepwise alternatives, as there were no clear theoretical assumptions of the relative importance of predictor variables - though factor analysis had favoured 'Local Issues and Targets' as the single most significant contributor to variability, this was not believed to be sufficient justification for a confident prediction of regression outcomes.

During the early stages of this procedure, two separate approaches were instigated to assess the suitability of the *PRODUCT* data set for multivariate analysis. According to Bordens & Abbott (1991), the Pearsonian Coefficient of Skewness (SK) is a useful way of checking for outliers whilst simultaneously verifying the normalcy of a data set, and this calculation was therefore included in basic descriptive statistics for each factor index and for the overall plan quality scores. In addition, a scatterplot of residuals was visually inspected as a further normalcy check, and as a verification of homoscedasticity - three clear outliers were identified as a result of these tests, and Bordens and Abbott's

(1991) advice followed in deleting the cases concerned from the data set. At the conclusion of this process, it was then possible to test the predictive performance of the resulting regression equation in terms of each of the three strategies reviewed.

PROCESS/PRODUCT Comparisons

The final stages of research were concerned with the evaluation of relationships between data obtained by application of the *PROCESS* instrument on the one hand and the *PRODUCT* survey on the other, and one critical difficulty confronted at this stage was the unavoidable discrepancy in sample size between the two data sets. Though previous analysis had been legitimately possible with a sample of three opinions on each sub-section in the *PROCESS* element, compared with 51 opinions per sub-section in the *PRODUCT* element, direct quantitative comparison between results obtained by the two approaches could not be conducted without substantially increasing the number of *PROCESS* assessments available - this was an option which carried considerable resourcing implications, and one which was negated by budgetary considerations.

Under these circumstances, the potential level of comparison between the two data sets was effectively restricted to that of non-quantified description. In this context, it had previously been possible to evaluate the discriminatory performance of each instrument through the conduct of Friedman and ANOVA testing, allied to a series of paired comparisons for both data sets, and also to estimate the relative importance of *PRODUCT* survey predictor variables through multiple regression analysis. Thus, though conscious of the dangers posed by the small *PROCESS* instrument sample size, it was considered useful to present a descriptive comparison of each pair of factor index scores from the two data sets. This approach led to an exploratory manipulation in which a third comparative element was derived from the factor scores awarded to all nineteen of the original planning processes, in an attempt to isolate the extent to which the chosen three study areas were representative of the full array of nineteen processes.

7.3 Results

The initial approach to data analysis focussed on the characteristics of the *PROCESS* assessments conducted on the Coromandel, Bay of Plenty, and Mackenzie strategic

planning processes. In this respect, the three individual assessments of each plan were aggregated into a total score, for each factor as well as the overall plan score, and the proportional scores obtained as a result of these calculations are shown in Figure 33.

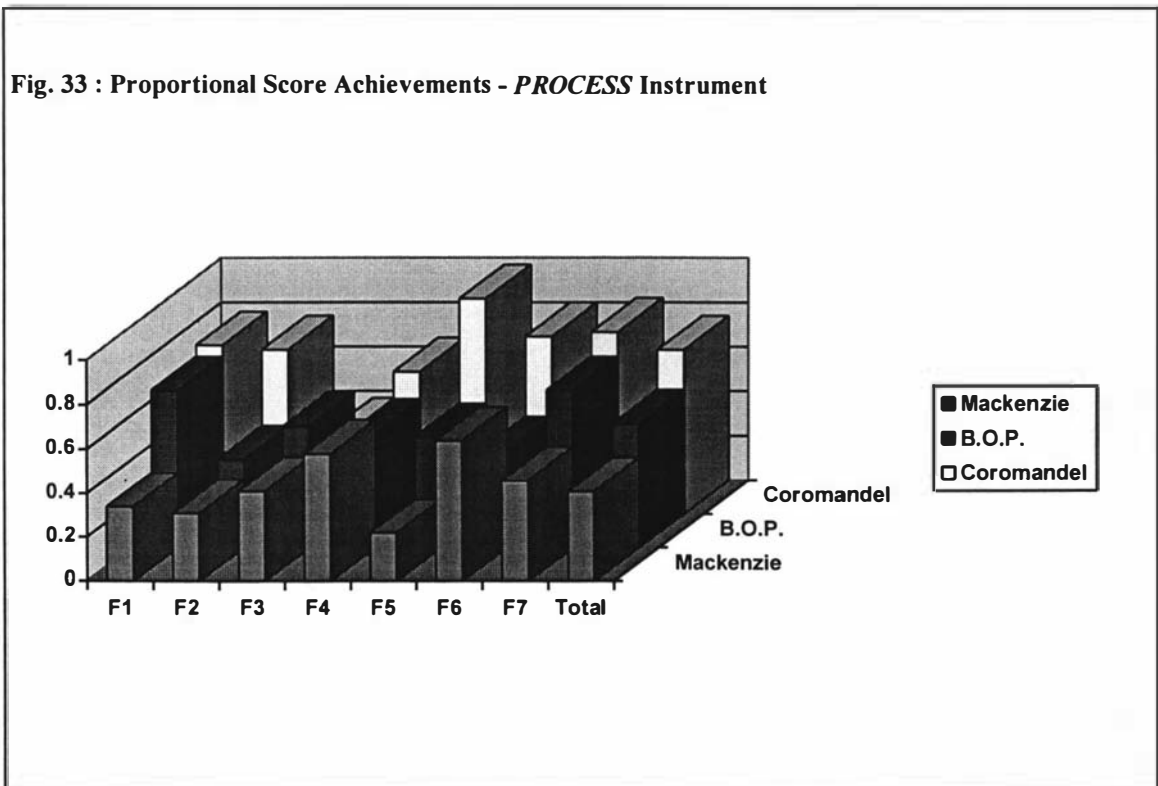


Figure 33 presents a comparative graphic based on the scores achieved, by each of the three planning processes on each of the seven factor-based instrument sections, labelled above as F1-F7. This graphic provides some initial indications that the Coromandel strategy performed better than Bay of Plenty, which itself outranked Mackenzie, in both the total scores awarded, and in each of factors F1, F2, F5 and F7 - ‘Local Issues and Targets’, ‘Additional Impacts of Tourism’, ‘Local Vision and Values’, and ‘Planning for Local Tourism’ respectively. In contrast, there appeared to be little distinction between cases in terms of factor 4 (The Local Tourism Industry), whilst factor 3 (Implementation and Review) for Coromandel and factor 6 (Economic Impacts of Tourism) for Mackenzie are apparent exceptions to the observable trend. These initial results are further pursued in the following section.

***PROCESS* Instrument Variance**

The results of the Friedman test process implemented in respect of the *PROCESS* instrument are shown in Table 16. The seven factor indices are assessed separately from

the overall plan quality scores, and each category reflects an assessed order of merit - the lowest rating strategy is scored as '1', the highest as '3', and '.5' scores are the result of performance ties. The final two columns show the value of the Friedman X^2_r statistic and the approximate p value that statistic represents, supplied as an indication of the extent of data variability - a low value for p indicates that the strategies are indeed significantly different in quality, whilst higher p values suggest a higher probability that the observed differences result from the blocking effect of assessor subjectivity.

Table 16 : Friedman Test for <i>PROCESS</i> Instrument					
Factor One : Local Issues and Targets					
Assessor	Coromandel	Bay of Plenty	Mackenzie	X^2_r	p -value
1	1.5	1.5	3	1.167	0.58
2	3	2	1		
3	3	2	1		
Factor Two : Additional Impacts of Tourism					
Assessor	Coromandel	Bay of Plenty	Mackenzie	X^2_r	p -value
1	3	2	1	4.667	0.08
2	3	2	1		
3	3	1	2		
Factor Three : Implementation and Review					
Assessor	Coromandel	Bay of Plenty	Mackenzie	X^2_r	p -value
1	1	3	2	0.667	0.77
2	1.5	3	1.5		
3	2.5	1	2.5		
Factor Four : The Local Tourism Industry					
Assessor	Coromandel	Bay of Plenty	Mackenzie	X^2_r	p -value
1	1	3	3	4.167	0.12
2	3	2	1		
3	2.5	1	2.5		
Factor Five : Local Vision and Values					
Assessor	Coromandel	Bay of Plenty	Mackenzie	X^2_r	p -value
1	3	2	1	6.000	0.05
2	3	2	1		
3	3	2	1		
Factor Six : Economic Impacts of Tourism					
Assessor	Coromandel	Bay of Plenty	Mackenzie	X^2_r	p -value
1	2.5	1	2.5	2.667	0.23
2	3	2	1		
3	2.5	1	2.5		
Factor Seven : Planning for Local Tourism					
Assessor	Coromandel	Bay of Plenty	Mackenzie	X^2_r	p -value
1	2	3	1	3.500	0.15
2	3	2	1		
3	3	1.5	1.5		
Total Score					
Assessor	Coromandel	Bay of Plenty	Mackenzie	X^2_r	p -value
1	3	2	1	6.000	0.05
2	3	2	1		
3	3	2	1		

The *PRODUCT* survey rationalisation processes described in Chapter Six appear to have impacted on the *PROCESS* instrument's ability to distinguish differences in performance. Recalling that one of the main reasons for selecting these three specific strategies was the clear performance distinctions recorded across most sections of the instrument (see Table 7, p. 154), it is interesting to note that just one of the factor-based sections (Factor Five) was able to demonstrate similar power, though a moderate level of discrimination was apparent in Factors Two, Four and Seven. Thus, though there are acknowledged methodological difficulties in establishing statistical significance across a data set generated by just three assessors, it remains valid to observe that Factors Three and Six were essentially unable to make a quality distinction between the three strategies. A triangulated verification was therefore sourced from the results of paired comparison tests.

Table 17 : Paired Comparison Tests (*PROCESS* Instrument)

Proportion of Assessors Who Preferred			
Category	Coromandel over Bay of Plenty	Coromandel over Mackenzie	Bay of Plenty over Mackenzie
F1 : Local Issues and Targets	0.83	0.67	0.67
F2 : Additional Impacts of Tourism	1.00	1.00	0.67
F3 : Implementation and Review	0.33	0.33	0.67
F4 : The Local Tourism Industry	0.67	0.50	0.50
F5 : Local Vision and Values	1.00	1.00	1.00
F6 : Economic Impacts of Tourism	1.00	0.67	0.33
F7 : Planning for Local Tourism	0.67	1.00	0.83
Overall Score	1.00	1.00	1.00

The order of merit originally established for the overall plan quality - Coromandel is superior to Bay of Plenty, and Bay of Plenty is in turn superior to Mackenzie - was supported by the results obtained at Factor Five and, to a slightly lesser extent, Factors One, Two, and Seven. However, it was difficult to be confident about the results revealed by Factors Three, Four, and Six, with Factor Three in particular revealing a situation where the balance of assessor opinion appeared to contradict the presumed order of merit. In short, the statistical testing process had generated somewhat ambivalent results, as summarised in Table 18 overleaf.

Table 18 : <i>PROCESS</i> Instrument Data Analysis Summary			
Overall Order of Merit (Coromandel⇒Bay of Plenty⇒Mackenzie) Supported ?			
Category	Visual Inspection	Friedman Test	Paired Comparison
F1 : Local Issues and Targets	Yes	No	Possibly
F2 : Additional Impacts of Tourism	Yes	Possibly	Possibly
F3 : Implementation and Review	No	No	No
F4 : The Local Tourism Industry	No	Possibly	No
F5 : Local Vision and Values	Yes	Yes	Yes
F6 : Economic Impacts of Tourism	No	No	No
F7 : Planning for Local Tourism	Yes	Possibly	Possibly
Overall Score	Yes	Yes	Yes

***PRODUCT* Survey Variance**

Initial results from statistical tests of *PRODUCT* survey responses are displayed in Table 19, both for the ‘overall plan quality’ variable and for each of the contributing factor indices. For each category, an overall mean is presented alongside means for Group A (Mackenzie), Group B (Bay of Plenty) and Group C (Coromandel). The final column of the table shows the relevant F-ratio and whether that ratio is significant against a critical value of 3.07 ($p=0.05$, $df= 2, 150$).

Table 19 : ANOVA for <i>PRODUCT</i> Survey				
Factor One : Local Issues and Targets				
Overall Mean	Group A Mean	Group B Mean	Group C Mean	F Ratio
26.23	24.48	24.65	29.57	18.91
Variation	Sum of Squares	df	Mean Square	Significant ?
Between	852.38	2	426.19	Yes
Within	3581.14	150	22.54	
Factor Two : Additional Impacts of Tourism				
Overall Mean	Group A Mean	Group B Mean	Group C Mean	F Ratio
17.10	17.22	14.50	19.58	13.33
Variation	Sum of Squares	df	Mean Square	Significant ?
Between	658.72	2	329.36	Yes
Within	3706.31	150	24.71	
Factor Three : Implementation and Review				
Overall Mean	Group A Mean	Group B Mean	Group C Mean	F Ratio
9.01	9.27	8.79	8.96	0.63
Variation	Sum of Squares	df	Mean Square	Significant ?
Between	6.07	2	3.03	No
Within	720.67	150	4.80	

Factor Four : The Local Tourism Industry				
Overall Mean	Group A Mean	Group B Mean	Group C Mean	F Ratio
13.64	13.95	12.78	14.18	4.55
Variation	Sum of Squares	df	Mean Square	Significant ?
Between	56.95	2	28.48	Yes
Within	939.17	150	6.26	
Factor Five : Local Vision and Values				
Overall Mean	Group A Mean	Group B Mean	Group C Mean	F Ratio
14.04	13.02	13.20	15.91	17.17
Variation	Sum of Squares	df	Mean Square	Significant ?
Between	268.10	2	134.05	Yes
Within	1171.37	150	7.81	
Factor Six : Economic Impacts of Tourism				
Overall Mean	Group A Mean	Group B Mean	Group C Mean	F Ratio
14.11	13.65	14.55	14.14	1.46
Variation	Sum of Squares	df	Mean Square	Significant ?
Between	20.80	2	10.40	No
Within	1070.31	150	7.14	
Factor Seven : Planning for Local Tourism				
Overall Mean	Group A Mean	Group B Mean	Group C Mean	F Ratio
15.89	15.13	15.28	17.25	8.86
Variation	Sum of Squares	df	Mean Square	Significant ?
Between	148.38	2	71.69	Yes
Within	1214.24	150	8.09	
Overall Plan Quality				
Overall Mean	Group A Mean	Group B Mean	Group C Mean	F Ratio
6.54	6.02	6.44	7.15	9.32
Variation	Sum of Squares	df	Mean Square	Significant ?
Between	33.10	2	16.55	Yes
Within	266.45	150	1.78	

Whilst the application of ANOVA had detected a greater quantum of variance in the *PRODUCT* survey than had been present in the *PROCESS* instrument, it was apparent that Coromandel did not always out-perform Bay of Plenty, which itself did not always outrank Mackenzie. Thus, whilst Factors One, Five and Seven presented a rank order of sub-groups which endorsed those expectations, Factors Two (Additional Impacts) and Four (Local Tourism Industry) had reversed the preference order of Mackenzie and Bay of Plenty strategies, and Factors Three (Implementation and Review) and Six (Economic Impacts) were unable to make any material distinctions between the three

strategies reviewed. Therefore, in order to investigate the nature of observed differences in greater detail, a series of paired comparison tests were carried out on both the overall plan quality awards and on the seven contributing factor distributions.

Table 20 : Paired Comparison Tests (<i>PRODUCT</i> Survey)			
Proportion of Surveys That Preferred			
Category	Coromandel over Bay of Plenty	Coromandel over Mackenzie	Bay of Plenty over Mackenzie
F1 : Local Issues and Targets	0.78	0.81	0.53
F2 : Additional Impacts of Tourism	0.72	0.64	0.36
F3 : Implementation and Review	0.53	0.44	0.39
F4 : The Local Tourism Industry	0.62	0.39	0.41
F5 : Local Vision and Values	0.72	0.81	0.51
F6 : Economic Impacts of Tourism	0.42	0.53	0.60
F7 : Planning for Local Tourism	0.72	0.71	0.56
Overall Score	0.61	0.72	0.64

These procedures revealed a pattern of uneven response reminiscent of that obtained earlier with the *PROCESS* instrument (see Table 17, p.220). Thus, the Coromandel strategy was preferred to the Bay of Plenty version across six of the seven factors, whilst Coromandel out-performed Mackenzie in five factors. The third comparison pair, Bay of Plenty versus Mackenzie, was rather less clear-cut, with Bay of Plenty rated superior on four occasions to Mackenzie’s three. In just three of the seven factors (F1, F5, F7) were the expected Coromandel-Bay of Plenty-Mackenzie rank order confirmed, though it is important to note that this prediction was in fact realised in terms of the overall plan quality score awards. In essence, residents had confirmed prior *PROCESS* instrument assessments in terms of the overall strategy content, whilst being somewhat ambivalent in terms of the contributions made by individual factors.

Sampling Bias Issues

There did not appear to be any significant difficulties introduced as a result of any sample bias resulting from over-representation of older and wealthier respondents. Using separate calculations to manipulate age and income data individually, the field data set had been reconstructed as both an age-weighted and an income-weighted set - the mean and variance were then calculated for each weighted data set, and this process allowed the conduct of Z-tests of difference between the original and weighted samples.

Again bearing in mind the obvious dangers of working with artificially constructed data, Table 21 results indicate a situation where non-response bias had little or no impact on the nature of opinion collected. Comparisons of age and income weighted scales with the original field data did not produce any consistent pattern of difference, and the duplication of data involved in the creation of weighted scales had little effect on the mean responses recorded. In only one case (Income Weighted Factor Seven) did the revised mean differ significantly from the original and, even in this instance, the critical value of 1.960 was only just reached. It was therefore concluded that sampling bias issues had not created any major difficulties for analysis and interpretation.

Table 21 : Non-Response Bias Checks								
Observed Means								
Item	Factor 1	Factor 2	Factor 3	Factor 4	Factor 5	Factor 6	Factor 7	Total
Raw Data	26.56	17.55	9.21	13.79	14.37	14.29	16.06	6.61
Age Weighted	26.84	17.50	9.34	14.07	14.48	14.52	16.52	6.71
Income Weighted	26.69	17.35	9.29	13.65	14.30	14.47	16.58	6.65
Observed Variance								
Item	Factor 1	Factor 2	Factor 3	Factor 4	Factor 5	Factor 6	Factor 7	Total
Raw Data	29.14	28.43	5.08	6.50	9.59	7.60	9.28	2.51
Age Weighted	28.63	28.07	5.82	6.36	8.52	7.38	9.42	2.41
Income Weighted	26.09	26.09	5.52	6.97	7.54	6.76	8.41	2.41
Z-Test Statistics (critical value of Z = 1.960)								
Item	Factor 1	Factor 2	Factor 3	Factor 4	Factor 5	Factor 6	Factor 7	Total
Raw vs Age	-0.544	0.107	-0.574	-1.123	-0.378	-0.854	-1.554	-0.615
Raw vs Income	-0.268	0.443	-0.375	0.619	0.271	-0.748	-1.963	-0.217

The final issue related to sampling bias acknowledges the potential for distortion inherent in a research design which compared the views of three discrete and separate groups of people. In this respect, whilst within-group demographic differences between sample and population have already been discussed, it is conceded likely that there may have been substantive between-group differences in terms of respondent values, attitudes, and lifestyles. For example, the Mackenzie site population was thought to be relatively static and well established, whilst Bay of Plenty has recently experienced a substantial in-migration of older (retiree) residents, and Coromandel is well known as an area which greatly appeals to those who favour an ‘alternative’ lifestyle. It was thus

possible that the between-group opinion differences identified by this research may have reflected personality differences amongst respondents at least as much as tourism planning quality differences.

It is argued, however, that these concerns are essentially irrelevant. For example, though the Mackenzie respondents may well have, if asked, displayed a significantly different attitude towards the Coromandel strategy than that provided by the actual Coromandel sample, this suggestion is of academic interest only. Even in an extreme scenario where all Coromandel residents possessed (say) an above-average concern for the physical environment, it seems reasonable to suppose that the relevant institutional planners would be well aware of that situation, and would have adjusted their planning techniques accordingly.

Thus, stakeholder participation theory remains valid - if 'green' residents are permitted appropriate participation in the planning process, a 'greener' strategy will emerge, and will consequently be supported by a 'green' populace that values those characteristics. Conversely, in an area where environmental concern is not so prominent, a lesser degree of 'green' will attract a corresponding level of support from residents for whom green values are less important. In short, the resident survey measures subjective attitudes at least as much as objective fact, and any distinctive resident values or demographics will inevitably comprise an integral component of whatever these attitudes turn out to be.

Multiple Regression Analysis

Table 22 displays the summarised results of a multiple regression carried out on the entire data set of *PRODUCT* survey responses, though three outlying cases had been removed as a result of prior checks for normality in the distribution ($n=171$). The top panel of the table shows mean, median, standard deviation and coefficient of skewness for each of the seven predictor variables and the single dependent variable, whilst lower panels present regression results in traditional format. The total variation in the data set explained by predictor variables is shown via the 'Adjusted R^2 ' statistic, and the nature of variation described through a table of ANOVA results. The final panel displays the relative weighting of each plan factor as a predictor of overall plan quality scores, with each factor assigned a one word descriptive title to assist future discussion.

Table 22 : Multiple Regression Analysis - <i>PRODUCT</i> Survey								
Descriptive Statistics For Predictor Variables (1-7) and Criterion Variable (8)								
Variable	1	2	3	4	5	6	7	8
Mean	26.623	17.544	9.225	13.813	14.330	14.333	16.053	6.699
Median	27	18	9	14	15	15	16	7
SD	5.325	5.369	2.258	2.566	3.107	2.729	3.032	1.455
SK	-0.213	-0.255	0.299	-0.219	-0.647	-0.733	0.052	-0.621
Multiple Regression Analysis Output								
Multiple <i>R</i>			0.795					
<i>R</i> -Square			0.632					
Adjusted <i>R</i> -Square			0.616					
Standard Error			0.901					
ANOVA								
	<i>df</i>		Sum of Squares		Mean Square			
Regression	7		227.392		32.485			
Residual	163		132.347		0.812			
			<i>F</i> = 40.008		Signif <i>F</i> = 0.000			
Variables in the Equation								
Variable	<i>B</i>	SE <i>B</i>	Beta	<i>T</i>	<i>P</i> -value			
1. TARGETS	0.103	.020	.377	5.137	0.000			
2. IMPACTS	0.007	.017	.025	0.394	0.694			
3. IMPLEMENT	0.121	.038	.188	3.208	0.002			
4. INDUSTRY	0.028	.034	.050	0.824	0.411			
5. VALUES	0.044	.031	.094	1.418	0.158			
6. ECONOMICS	0.083	.034	.155	2.463	0.015			
7. PLAYERS	0.063	.029	.131	2.157	0.032			
Constant	-0.500	.474		-1.054	0.294			

Initial calculation of the Pearsonian Coefficient of Skewness (SK) statistic revealed a satisfactory degree of normalcy in the distribution, with no individual result exceeding 0.75 - as the possible range of values for SK are ± 3.00 from the 0.00 which reflects perfect normalcy, these results were believed to justify the treatment of data as normally distributed. The regression process produced a multiple *R* figure of 0.795, which resulted in an adjusted R^2 of .616 - thus, almost two thirds of the variance in the ‘overall plan quality’ score could be explained by the aggregate performance of the seven factor scores. A similarly satisfactory result was obtained in terms of the relative importance of variables, with no single factor dominating the predictive power of the instrument.

The *B* value regression weights from Table 22 were then used in conjunction with the mean values of the combined Mackenzie responses (Group A), Bay of Plenty responses (Group B), and Coromandel responses (Group C) in an effort to verify the predictive power of the regression equation. Weighted mean values were calculated by multiplying these two elements together, and these values were subsequently aggregated with the ‘Constant’ value to develop a predicted value for the ‘overall plan quality’ variable. The predicted value which resulted from this process was then compared with the actual mean value obtained through previously described regression analysis. In all three cases the predicted value and observed value were extremely close to each other, with a maximum discrepancy between predicted and actual values of approximately 2%.

Table 23 : Regression Equation Predictions by Sub-Groups Sampled								
Mean Values Recorded								
Data	Factor 1	Factor 2	Factor 3	Factor 4	Factor 5	Factor 6	Factor 7	Total
All	26.623	17.544	9.225	13.813	14.330	14.333	16.053	6.699
Mackenzie	26.053	18.303	9.833	14.379	13.939	14.379	15.841	6.659
B.O.P	24.647	14.500	8.794	12.784	13.196	14.549	15.284	6.441
Coromandel	29.185	19.491	8.889	14.093	15.880	14.074	17.037	6.991
Weighted Means Calculated								
Data	Factor 1	Factor 2	Factor 3	Factor 4	Factor 5	Factor 6	Factor 7	Total
All	2.742	0.123	1.116	0.387	0.631	1.190	1.011	6.699
Mackenzie	2.683	0.128	1.190	0.403	0.613	1.193	0.998	6.709
B.O.P	2.539	0.102	1.064	0.358	0.581	1.208	0.963	6.313
Coromandel	3.006	0.136	1.076	0.395	0.699	1.168	1.073	7.053
Predicted and Actual Plan Quality Scores								
Data	Predicted Score		Actual Score		Predicted/Actual			
All	6.699		6.699		1.000			
Mackenzie	6.709		6.659		1.007			
B.O.P	6.313		6.441		0.980			
Coromandel	7.053		6.991		1.009			

The ‘Weighted Means Calculated’ section of Table 23 indicates that the combined scores for Factors One (TARGETS), Six (ECONOMICS), and Three (IMPLEMENT) are together responsible for three quarters of the total score achieved by any one planning example - 5.066 out of 6.709 (75%) for Mackenzie, 4.811 out of 6.313 (76%) for B.O.P., and 5.250 out of 7.053 (74%) for Coromandel. This result suggests a higher

importance level for what might be termed ‘pragmatic’ issues - the focus of TARGETS, ECONOMICS, and IMPLEMENT could be construed as “what are we going to do, how are we going to do it, and how much money are we going to make”. Conversely, those factors which make a lesser contribution to the overall plan rating could equally well be termed the ‘idealistic’ issues - attention to PLAYERS, VALUES, INDUSTRY, and IMPACT suggests a concern with “who we are, what we care about, and what’s best for our area”. Though face value acceptance of this dichotomy is certainly simplistic - strategic planning theory argues that attention to the ‘idealistic’ is a necessary precursor to consideration of the ‘pragmatic’ - it remains an important concern and one which is returned to later in this thesis.

At this stage in the process, it appeared that multiple regression had derived an equation which would accurately predict the ‘overall plan quality’ score from a weighted assembly of factor-based scores on the *PRODUCT* survey. The issue that underpins the entire research process, and the question which therefore concerned the remaining data analysis, is whether such a prediction could be extracted from the *PROCESS* instrument.

Between Scale Relationships

At this point therefore, initial attempts were made to determine the extent of commonality between the *PROCESS* and *PRODUCT* data sets. In support of this objective, Table 24 presents the mean values recorded for each of the seven contributing factors and for the overall plan quality score. For ease of comparison, data are presented as a proportion of maximum possible scores for each individual element.

Table 24 : Comparative Analysis <i>PROCESS</i> Instrument/ <i>PRODUCT</i> Survey			
	<i>PROCESS</i> Mean Values (Sample)	<i>PROCESS</i> Mean Values (All)	<i>PRODUCT</i> Mean Values
F1 : TARGETS	.606	.560	.664
F2 : IMPACTS	.488	.338	.585
F3 : IMPLEMENT	.444	.324	.614
F4 : INDUSTRY	.583	.519	.690
F5 : VALUES	.565	.405	.719
F6 : ECONOMICS	.630	.525	.715
F7 : PLAYERS	.667	.612	.643
Totals	.575	.480	.661

Comparisons were conducted using three separate data columns. Firstly, the data displayed in the column headed '*PROCESS* Mean Values (Sample)' are representative of the mean scores awarded by three assessors in the final 34 item evaluation of the three subject planning processes. Secondly, the '*PROCESS* Mean Values (All)' column shows the mean data from the original assessment conducted over nineteen planning processes, but adjusted to reflect only the 34 questions which survived to comprise the final *PROCESS* instrument. The '*PRODUCT* Mean Values' column shows the mean values of data gathered from the entire data set of resident evaluations.

The first two columns of Table 24 suggest that the scores awarded for the three selected planning processes were somewhat representative of scores awarded for the complete data set of nineteen, although the specific examples chosen were quite markedly skewed towards the high end of the population. This interpretation is supported on examination of the revised rank order of all nineteen planning process scores, after evaluations had been recalculated to reflect the content of the final 34 item instrument. Whilst an ideal sample might be expected to include the top and bottom scoring examples, along with the tenth ranking example (to obtain the most representative selection possible), the actual plans chosen were eventually ranked 2nd, 4th and 15th - the consequent bias towards the higher end of scores is clearly indicated.

However, although the score awards for *PROCESS* Sample were consistently higher than those for *PROCESS* All, there was no clear pattern to the magnitude of observed difference in mean values - the degree of difference between the two data sets varied from 8% at Factor One to 44% at Factor Two. Given the extent of these differences, and the lack of a definitive pattern of relationship, any further attempt to use the full data set of nineteen processes as a comparative element were considered unjustifiable - the paragraphs which follow are therefore restricted to postulated relationships within the three study areas only.

From a qualitative perspective, there was a reasonable degree of consistency between *PROCESS* Sample and *PRODUCT*, both in terms of the overall scores obtained and in terms of an ability to discriminate between data for each of the three study areas. As has been observed previously, Factors One to Six scored appreciably higher on the

PRODUCT than on the *PROCESS* evaluation, whilst Factor Seven showed a slight preference in the opposite direction. Thus, the cumulative result of this variance was an overall *PRODUCT* rating which exceeded that of the *PROCESS* survey by approximately 15%.

At the same time, the *PRODUCT* survey was less effective in isolating between-group differences than was the *PROCESS* instrument. Whilst the three study areas scored .411, .565, and .748 respectively on the *PROCESS* instrument (a low-to-high range of 0.337), the resident evaluations were compressed into a (proportional) range of 0.055- a minimum score of 0.644 (for Bay of Plenty, rather than Mackenzie as predicted), and a high of 0.699 for Coromandel. Under these circumstances, there is clear cause to question the practical value of the *PROCESS* instrument - while there is obvious merit in being able to distinguish the elements of a theoretically superior planning process, the benefits of this approach are seriously diminished if involved stakeholders are unable to recognise their existence.

It was therefore necessary to admit the possibility that the relatively weak congruence between the two data sets might be attributable to a corresponding weakness in linkages between the two underlying concepts - clearly, the research results so far can not and do not claim an unequivocal causal relationship between the *PROCESS* and *PRODUCT* elements. However, it is at least possible that the exploratory nature of research has contributed to a degree of experimental bias effect on the research process and its eventual results. For example, the original 75 item *PROCESS* instrument had initially identified Mackenzie, Bay of Plenty, and Coromandel as clearly distinguished planning examples in almost every respect - however, at the conclusion of scale refinement procedures, the three examples were not so discretely different from each other as was at first imagined. In these circumstances, limited distinctiveness amongst resident plan evaluations becomes rather more predictable.

When the absence of a planning process which could be rated as 'excellent' is taken into account, it is argued that rejection of the *PROCESS* instrument as an effective predictor of *PRODUCT* evaluations would be premature, and at least as much of an error as any immediate and extravagant claims of causal linkage. Despite acknowledged weaknesses

in data collection and analysis procedures, the research described in this thesis has nevertheless managed to identify some degree of commonality between the two data sets - the nature and extent of commonality is further discussed in the following section.

7.4 Discussion

The primary objective set for this chapter was to investigate the relationship between stakeholder participation and strategic orientation, as described at Chapter Five, and the subsequent resident strategy reviews described at Chapter Six. In pursuit of this objective, an early section of Chapter Seven sought to establish the degree to which *PROCESS* assessments were able to distinguish between the three subject strategy examples, and this approach was replicated in an evaluation of the discriminatory power of the *PRODUCT* survey. The chapter concluded by investigating the nature and strength of relationship between the two sets of results.

The *PROCESS* Instrument

The overall intent of the *PROCESS* instrument was to distinguish different levels of planning process quality within the assembled portfolio of local tourism strategies and, in terms of the total score award for each of the three subject plans, it had proven successful in doing so to a limited extent. In this respect, the Mackenzie, Bay of Plenty, and Coromandel plans had originally been selected for further study on the basis of evaluations carried out with a draft 75 item instrument, and were at that time clearly distinguished from each other in most of the section scores, and certainly on the basis of total score awards (see Table 7, p.154). However, after the instrument had been refined from 75 to 36, and then to 34 items, the emphasis of assessment had shifted to the extent that the degree of differentiation had been markedly reduced.

In one sense, this could be seen as a limitation in terms of instrument validity testing, as there were no longer three clearly separate versions of strategy process for evaluation by local residents. In another sense, however, the heightened complexity in score comparisons revealed by the 34 item instrument had created more subtle expectations of review results and a more demanding test of instrument performance. In short, Table 7 shows that the 75 item assessment had rated the planning processes 3-2-1 in four out of

five section scores, and in the overall score award, whilst the use of a 34 item instrument predicted a similar 3-2-1 result in just four of eight categories (see Table 17, page 220).

Table 17 shows that only the Factor Five ratings were truly representative of the provisional 3-2-1 plan relationship, with Factors One, Two and Seven showing a tendency towards the ideal outcome that may have been more definitive had the number of available assessments been greater than three. In contrast, the results recorded for Factors Three, Four and Six were inconclusive at best. Thus, though the final score awards reinforced rankings obtained during the original assessment, the Mackenzie plan was rated more positively than before, and the Bay of Plenty plan more negatively - in two of the factor-based sections, the former plan now out-performed the latter. There was thus a preliminary expectation that the resident review instrument would produce 3-2-1 rankings for Factors One, Two, Five and Seven, but a differentiated ranking for the remaining three factors, and it is with this relatively sophisticated discriminatory requirement that a discussion of *PRODUCT* survey performance is introduced.

The *PRODUCT* Survey

Predictably (because of the larger sample of evaluations available), the *PRODUCT* survey detected a greater overall quantum of variance in the data than the *PROCESS* version achieved - with a *p*-value set at the conventional .05, the *PRODUCT* survey was able to isolate seven significantly different comparative pairings. As with the previous *PROCESS* exercise, the overall Coromandel plan quality was rated as significantly better than both Bay of Plenty and Mackenzie, whilst Bay of Plenty was also preferred to Mackenzie in a direct paired comparison (see Table 20, p.223, and Table 25 below).

Table 25 : <i>PRODUCT</i> Survey Plan Quality Ratings			
Criterion	Low (3) Rating	Mid (2) Rating	High (1) Rating
F1 : TARGETS	Mackenzie	BOP	Coromandel
F2 : IMPACTS	BOP	Mackenzie	Coromandel
F3 : IMPLEMENT	BOP	Coromandel	Mackenzie
F4 : INDUSTRY	BOP	Coromandel	Mackenzie
F5 : VALUES	Mackenzie	BOP	Coromandel
F6 : ECONOMIC	Mackenzie	Coromandel	BOP
F7 : PLAYERS	Mackenzie	BOP	Coromandel
OVERALL	Mackenzie	BOP	Coromandel

Although the expected 3-2-1 rank order was reaffirmed for Factors One, Five, and Seven, between plan differences were not always significant, and the general thrust of resident comment was clearly more positive than expected in Mackenzie and more negative in Bay of Plenty - for example, Mackenzie out-performed Bay of Plenty in terms of Factor Two (the most clearly differentiated of any section) and Factor Four scores, whilst the results recorded for Factors Three and Six were inconclusive. Thus, initial analysis suggests that the *PRODUCT* results were as expected in some respects, and something of a surprise in others.

PROCESS/PRODUCT Relationships

As has already been indicated, the major limitation inherent in the current research design has been related to an inability to make direct quantitative comparisons between the *PROCESS* and *PRODUCT* data, due to a substantial and essentially unavoidable imbalance in sample sizes between the two data sets. Thus, the comparisons in this chapter were primarily qualitative in nature, and consisted of a series of exploratory exercises designed to indicate potential relationships rather than to categorically quantify their nature and extent.

As a summary indicator of positive relationships between the data sets, Table 17 (p.220) and Table 20 (p.223) were reviewed in the interests of sourcing comparative data, and Table 26 prepared as a consolidated presentation of research findings thus far. For the purposes of this table, in an instance where a rank order match between the two data sets was NOT achieved, the relevant pairing is highlighted by cell shading.

Table 26 : Strategy Preferences - <i>PROCESS</i> Instrument/<i>PRODUCT</i> Survey						
Preferences Established	Coromandel over Bay of Plenty		Coromandel over Mackenzie		Bay of Plenty over Mackenzie	
Criterion	<i>PROCESS</i> Instrument	<i>PRODUCT</i> Survey	<i>PROCESS</i> Instrument	<i>PRODUCT</i> Survey	<i>PROCESS</i> Instrument	<i>PRODUCT</i> Survey
F1:TARGETS	Yes	Yes	Yes	Yes	Yes	Yes
F2:IMPACTS	Yes	Yes	Yes	Yes	Yes	No
F3:IMPLEMENT	No	Yes	No	No	Yes	No
F4:INDUSTRY	Yes	Yes	No	No	No	No
F5:VALUES	Yes	Yes	Yes	Yes	Yes	Yes
F6:ECONOMICS	Yes	No	Yes	Yes	No	Yes
F7:PLAYERS	Yes	Yes	Yes	Yes	Yes	Yes
OVERALL	Yes	Yes	Yes	Yes	Yes	Yes

As with many of the research findings discussed to date, the results of these comparisons are encouraging rather than conclusive. Whilst rank order congruence is achieved in four out of seven factor-based sections, a result which does not initially appear to be particularly convincing, it is important to note that the two instruments were able to agree preferences in nineteen out of 24 paired comparisons, a result which suggests a considerable coincidence of opinion in terms of strategic planning quality.

Path Analysis

Prior to the conduct of data set comparisons, the results of multiple regression analysis had suggested that the primary determinants of resident opinion were the pragmatic rather than the idealistic variables - 'local tourism targets' alone contributed 38% of the total score achieved by any given plan, whilst the addition of 'economic impacts' and 'implementation and review' brought the combined weighted contribution to 70%. The 'stakeholder participation' section contributes 14% of the total plan score, whilst the three remaining idealistic variables account for only 16% of the total plan quality score between them (see Table 22, p.226). These preliminary results formed the basis for the construction of a path analysis diagram according to a methodology suggested by Bordens & Abbott (1991).

These authors note that path analysis procedures use multiple regression techniques to test the validity of posited causal relationships between dependent and independent variables, and require the researcher to produce an *a priori* model of what these relationships might be. As such, the subject path analysis approach began with a theoretical supposition that chronology would undoubtedly influence the evolution of any individual tourism strategy, and that the operation of plan element order effects would act against any possibility of reciprocal causality - for example, the nature and extent of stakeholder participation is normally the first of the strategic planning issues to be determined, and can easily be visualised as a logical influence over the subsequent selection of vision and values or situation analysis - it is however much more difficult to perceive the latter variables as having any material effect over the former.

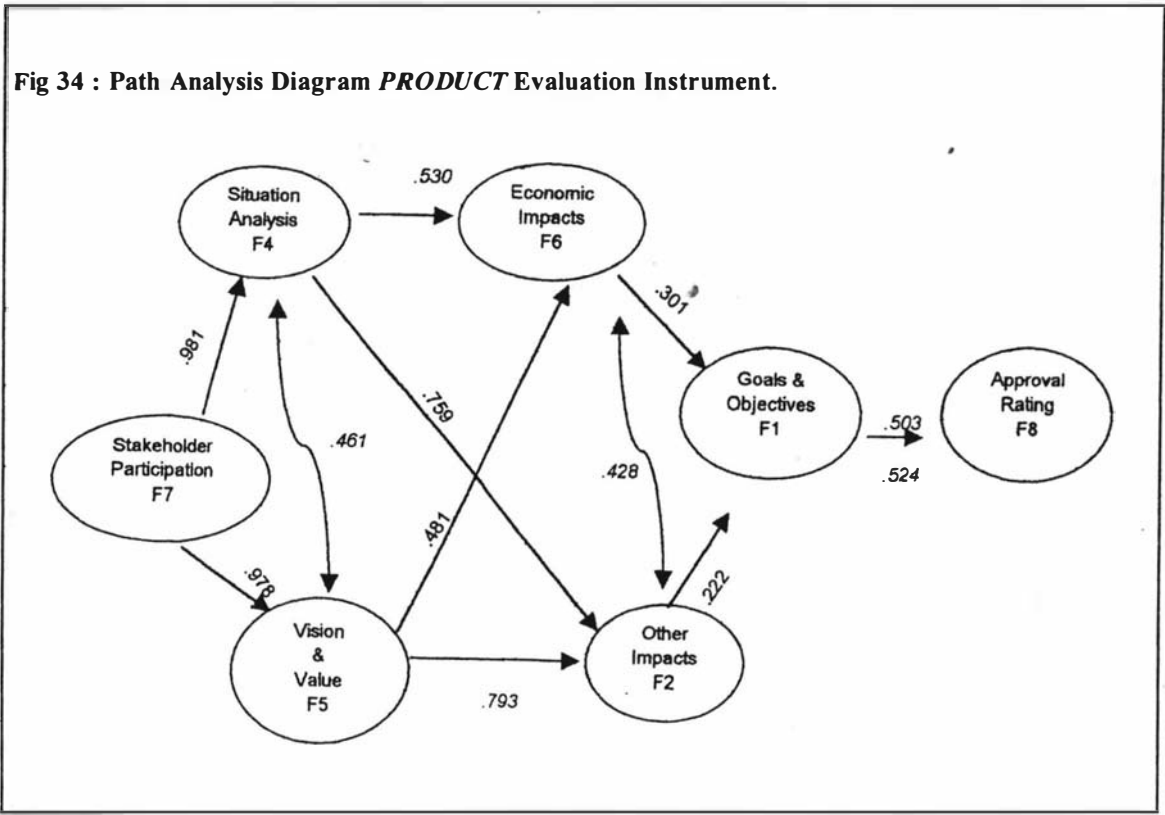
It was with these foundation relationships that construction of a path diagram commenced, augmented by a theorised expectation that vision and values, and situation analysis, would exert some degree of causal influence over each other. For example, if the vision and values established by a particular area stakeholder grouping revealed environmental concerns to be an important local issue, it is highly likely that environmental assessment would be a prominent feature of the situation analysis prepared. Conversely, if the situation analysis revealed the presence of a strong non-tourism economic activity in the area (forestry, for example), then it is equally likely that forestry stakeholder opinion would be clearly reflected in the vision and value statements selected.

When these three variables are presented as a foundation for future planning activity, both in a practical and a philosophical sense, it is then argued as logical to position the two 'impacts' variables as an intermediate level of outcome which will be materially affected by the composition of those variables which have gone before, and indeed by each other. For example, in a not uncommon scenario where planning is entirely carried out by local government and the tourism industry, it is relatively easy to imagine a type of vision, values, and situational analysis which would readily lead to economic impacts being emphasised at the expense of social and environmental concerns. If, however, the planning entity included agencies such as DoC, community groups, and other local industry, it is quite conceivable that the balance between economic and socio-environmental priorities may be perceived in an entirely different light.

Earlier statistical testing supports a view that all of these issues combine to determine the nature of goals and objectives established for the local tourism industry, and it is both theoretically valid and intuitively attractive to visualise the goals and objectives criterion as both the ultimate outcome of the planning process, and the major determinant of resident opinion, and the path analysis model is therefore completed by the creation of a direct causal link from 'goals and objectives' to the 'overall plan quality' scores awarded. This hypothesised relationship is shown in Figure 34 below, with the relevant path coefficient values inserted where appropriate - according to Bordens & Abbott (1991), these path coefficients are simply the standardised regression

(beta) weights obtained from multiple regression, and reflect the extent to which any given variable exerts a causal influence on those which follow.

Fig 34 : Path Analysis Diagram *PRODUCT* Evaluation Instrument.



The moderate levels of relationship between elements of the Figure 34 model, as shown by path coefficient data, do not by any means offer conclusive proof of the existence of causal relationships as proposed. However, the model does suggest that the level and extent of stakeholder involvement exerts an appreciable degree of influence over the nature of vision and values selected, and the approach to determination of a local situation analysis. The methods used to carry out these foundation elements of the strategic planning process are shown to have some effect on attitudes to both economic and non-economic impacts, which in turn contribute to determining the decisions made for the future of tourism in the relevant locale.

At this point, it should be noted that there is no role in the path analysis model for an implementation and review element, and this is an outcome that is supported by resident opinion, chronological considerations, and theoretical argument. In this respect, the ‘implementation and review’ section had already been resident rated as the least satisfactory part of all three strategic plans, and a series of low quantitative ratings had

been accompanied by a recurring cynicism related to the commitment and ability of plan authors to put their stated intentions into practice. Had local residents viewed these weaknesses as critical, it is suggested that overall plan quality scores would have been appreciably lower than the actual results recorded, and that implementation and review would have been established as the dominant issue in multiple regression analysis. In practice, as has already been noted, residents appear to primarily judge their strategies on the basis of what is intended rather than what they believe will actually happen, and are consequently capable of awarding a relatively high plan quality award whilst remaining doubtful about eventual implementation potential.

From a chronological perspective, it is clearly possible to argue that the implementation and review section could appropriately be located as a moderating variable between 'goals and objectives' and 'overall plan quality' for, according to both strategic planning theory and practical planning processes, implementation and review considerations will normally be the final element in the planning exercise. However, if 'implementation and review' were to be accordingly installed as the model's penultimate variable, the previously identified status of 'goals and objectives' as the single most effective predictor of resident approval would necessarily be diluted, and a considerable weight of previous findings deliberately ignored. In addition, during the construction phases of the path analysis diagram, alternative versions of the model had been prepared to include 'implementation and review' at various stages in the causal chain, with the most consistent results being achieved when that variable was omitted altogether.

Many of the conclusions reached during this chapter have suggested a number of new perspectives which may prove to be useful additions to the literature. Firstly, the manner in which *PRODUCT* scores were consistently higher than *PROCESS* assessments indicates that, in the main, residents were generally pro-tourism, and were open to persuasion in terms of the benefits that the tourism industry offered their community. Despite at least two of the three study areas (Mackenzie and Coromandel) being well established and popular tourist destinations, there was little sign of irritation or negativity amongst resident opinions. In fact, many of the open-ended comments noted at Chapter Six suggest a willingness and a desire to become involved with local area tourism, and there is therefore a case to be made for stakeholder participation as a

desirable and practical objective, rather than the barely necessary evil that it often appears to be to institutional planners.

At the same time, it would be unwise to view stakeholder participation as an idealistic, altruistic, and somehow 'other world' proposition that is all very well in theory but impossible in practice. On the contrary, resident opinion has revealed a hard-headed and pragmatic approach in their focus on 'what's going to happen next' as the key part of local tourism planning. In this respect, there is a challenge to those parts of the generic management literature which present the strategic planning process as a uniform and holistic series of equally important steps. In contrast, residents appear to regard the foundation elements of strategic planning as just that - the important, but secondary, launching pad for the really important business of determining goals and objectives. Ap & Crompton's (1993) identification of 'resident self-interest levels' as a key issue appears much more relevant here than the utopian picture of planning described in Getz's (1987) 'community' approach.

7.5 Conclusions

Chapter Seven examined the relationships within and between the data obtained as a result of the Chapter Five process instrument assessments and the Chapter Six product survey evaluations. Inter-group differences were examined through consideration of each data set as a separate entity, with the consequent evaluations of discriminatory ability revealing both similarities and differences in performance. The relatively inconsistent nature of these results was reinforced during examination of the two data sets as complementary elements, although it has been subsequently argued that the positive aspects of obtained results outweigh the negatives. In this respect, the results of the research described in Chapter Seven are summarised below in terms of the key tasks originally set at the beginning of the chapter.

At the outset of the data set comparison process, a relatively mechanical series of structural amendments allowed the Chapter Five *PROCESS* instrument to be recast in a similar format to the final 34 item *PRODUCT* survey which had emerged from the Chapter Six data analysis. At this stage, each of the two data sets was expressed as a set

of responses to that 34 item core, though the wording of items had been slightly adjusted to reflect the circumstances in which data had been collected - the *PROCESS* instrument as an objective measure of planning process quality, and the *PRODUCT* survey as a subjective measure of resident attitudes towards the tourism strategy that had resulted from those planning processes.

The *PROCESS* scores originally awarded were then evaluated for their ability to distinguish differences in the planning approaches adopted in each of the three study locations. The results of a necessarily limited process of formal statistical testing suggested that the *PROCESS* instrument was in fact able to distinguish between varying qualities of planning process, although the refinements required in the interests of structure matching with the *PRODUCT* survey appeared to have negatively affected its ability to distinguish between subgroups. Thus, although Coromandel was consistently and clearly rated as the best performing process of the three, the distinctions between Mackenzie and Bay of Plenty were considerably less marked.

The larger volume of data collected in response to the *PRODUCT* survey allowed the implementation of more sophisticated data analysis. However, though a more substantial element of variation was apparent in the *PRODUCT* survey data than had previously been detected by the *PROCESS* instrument, the observed pattern of variation proved to be moderately similar. Thus, whilst Coromandel's performance advantage over Bay of Plenty was clearly recognised and reaffirmed, the distinction between Coromandel and Mackenzie was less clear-cut - in addition, there was considerable evidence to rate resident opinion of the Mackenzie plan at a similar level to Bay of Plenty, a result which challenged the findings of the earlier *PROCESS* instrument.

A multiple regression procedure was then used to identify the relative importance that residents attach to the individual components of stakeholder participation and strategic orientation. Although all seven contributing factors explained at least some measure of variation in the overall plan quality awards, those factors that could be classified as pragmatic in outlook were significantly more influential than those of a more esoteric nature. In summary, however, the regression equation explained 61.6% of variance in the data, and proved effective in predicting plan quality scores in all three study areas.

It is therefore argued that the procedures described in this chapter have resulted in a maximised reliability and validity for the *PRODUCT* survey, and have also established some degree of common ground between *PROCESS* instrument performance and *PRODUCT* survey evaluations. There is thus a reasonably compelling case for the preliminary adoption of the refined 34 item *PROCESS* instrument as the basis for future research in alternative study areas, and the final version of that instrument is accordingly included as Appendix J to this thesis.

When these findings are considered in the light of the objective set for this chapter - to evaluate the implications of stakeholder participation and strategic orientation in terms of subsequent levels of local resident support for sub-national tourism development strategies - it is apparent that these implications have, for the most part, proved to be significantly influential. The *PROCESS* instrument had rated Coromandel superior to Bay of Plenty, and Bay of Plenty superior to Mackenzie, in the ways in which stakeholder participation and strategic orientation had been incorporated into the planning process; and, with obvious caveats in terms of individual plan sections, the resident *PRODUCT* survey had endorsed the resulting tourism strategies in the same rank order of quality.

The findings of the research described in this chapter can therefore be seen as a natural extension to the broad conclusions offered in chapters Three through Six. Chapter Three suggests that the structure of the tourism establishment in New Zealand is such that institutional participants are permitted considerable latitude in the way that they choose to approach sub-national planning issues, and Chapter Four proposes that individual agencies display an equally variable pattern of responses towards that latitude. Similarly, the Chapter Five assessments recognise that actual tourism planning processes are significantly different from each other on an individual basis, a finding which is intuitively predictable given the wide divergence in institutional approach noted in Chapters Three and Four. Subsequently, the Chapter Six survey evaluations could be seen as a fairly direct reflection of the specific planning approach adopted by the individual agency concerned.

There is thus some evidence to suggest the existence of a direct link between the statutory and structural arrangements which exist to guide tourism development in New Zealand, and the eventual levels of community support for the local tourism strategies which emerge from these institutional structures. Though many of the conclusions offered over the past five chapters have been tentative rather than definitive, the overall results of this research effort have offered some measure of support for the idea that the design of strategic planning processes, according to the model of best practice derived as a part of research activity, can make a useful contribution to the determination of subsequent resident attitudes. Further discussion of this assessment is provided in the final chapter of this thesis.

8. CONCLUSIONS AND IMPLICATIONS

During the conduct of the research described in this thesis, a multi-faceted and intricate investigation has identified a number of key issues which contribute to the body of knowledge relating to sub-national tourism planning. This final chapter is therefore used as an avenue for making these issues explicit, within the framework of the overall research effort, and for drawing together the multiple strands of the research described in Chapters Three to Seven. Thus, in revisiting each of these chapters individually, the intention is to derive an integrated set of conclusions from results which have been previously presented and discussed, and to consequently enhance both the coherence and relevance of the overall research effort.

8.1 The Research Objectives

The research described in previous pages has been concerned with a broad goal, first established on page 3 of the thesis, and repeated below for convenience :

To investigate the validity of stakeholder participation and strategic orientation as significant contributors to sub-national tourism planning effectiveness in New Zealand.

As part of the overall research design, this broad goal was conceptualised in terms of five contributing research objectives, each of which has been addressed in a consecutive and progressive manner, and it has therefore been appropriate to structure the thesis on the basis of one objective for each of chapters Three to Seven. In the paragraphs that follow, each of these five chapters is discussed in chronological order, with previously presented material being summarised and synthesised into a specific resolution of the central objective which provided the focus for each chapter.

Chapter Three : Describe the structural arrangements that have been established to guide tourism planning activities in New Zealand.

Chapter Three described the conduct of a secondary data review to establish the nature of the political environment within which sub-national tourism planning in New

Zealand is required to take place. The principal findings of this chapter reflect a 90 year history of relatively slow and steady tourism growth, followed by fifteen years of radical and explosive political change which materially affected almost every facet of the New Zealand lifestyle. Though the change process continues in 2001, albeit at a greatly reduced pace, the nature of tourism industry planning responsibility has settled into a tripartite hierarchy whose responsibilities can broadly be equated to the three conventional levels of strategic planning :

Strategic Planners : * Minister of Tourism, and the Office of Tourism and Sport
 * New Zealand Tourism Board
 * Department of Conservation

Tactical Planners : * The Regional Council Network

Operational Planners : * The Territorial Council Network
 * The Regional Tourism Office Network

This array of planning agencies draws its operating authority from a variety of sources, ranging from highly specific parliamentary statutes, in the case of both Tourism Board and Conservation Department, to a simple manifestation of contemporary government policy, in the case of the OTSp. The Regional and Territorial networks are mandated by a form of middle ground between these two extremes, in that the Local Government Act which empowers them is by no means specifically focussed on tourism, but provides for participant activities across a wide spectrum of topics. Finally, the RTO network primarily owes its existence to direct delegation of responsibility by sub-national government, and is in this sense indicative of an overall philosophy which has determined the overall structure.

These structural arrangements are notable for the extent to which they *allow* the relevant institutions to become involved with tourism development, rather than *compel* them to do so, and this observation holds true across the full range of involved agencies. Perhaps exacerbated by the absence of the co-ordinating mechanisms which commonly feature in a national tourism strategy, the last fifteen years has seen an erratic pattern of

evolution in tourism planning, with the importance of central policy advice to government progressively downgraded to its current status as one of two major functions undertaken by a minimally staffed team of career public servants. In the meantime, the tourism industry has been primarily treated as an economic phenomenon, with a national tourism organisation statutorily established as an industry-led and government financed marketing agency, required to attract ever increasing international visitor numbers and consequent foreign exchange earnings. In contrast, environmental protection responsibility has been entrusted to a *bona fide* government department who are also required to combat the ecological dangers posed by the enhanced volumes of visitation that government actively solicits.

These observations reflect a somewhat contradictory national level policy platform, and one which appears to offer a less than optimal base for sub-national tourism planning agencies to build upon, whilst the arguably mixed messages they represent are in no way clarified by the provisions of local government legislation. Thus, at the level of tourism planning which directly concerns this thesis, the nominated planning agencies are presented with a vitally important regional and local issue which they are nevertheless free to participate in, or otherwise, at their option. This was the foundation position from which the Chapter Four research commenced.

Chapter Four : Ascertain the methods used by national, regional, and local agencies to determine tourism development strategies at a national, regional and local level.

In Chapter Four, a personal interview technique was firstly used to establish the reactions of national level planning agencies to their allocated tourism responsibilities. The Minister of Tourism's comments, whilst clearly indicative of a politician who was still coming to terms with the requirements of a newly assumed position, appeared to set great store by the pending development of a national tourism strategy as a significant response to both national and sub-national needs. He argues that adequate structures are already in place to facilitate sub-national tourism development, and that broadly-based stakeholder endorsement of the new national tourism strategy would prove a useful catalyst for more effective co-ordination of existing resources. In other words, though admitting concern in relation to the current status of tourism planning, he believes that the necessary remedial action is already under way.

In contrast, his advisory department had offered a rather more negative interpretation of the difficulties currently facing tourism in New Zealand. Though the OTSp had chosen a supporting role in tourism planning issues, and had become involved as a partner in the determination of a national tourism research strategy, it seems to have been content to offer guidance and advice to an industry it does not hold in particularly high regard - the Office had already voiced its serious doubts over the current capacity of the tourism industry to deliver a co-ordinated national tourism product. The overall impression gained was one of an agency which had not yet clearly identified its role in the tourism planning and policy hierarchy, and was consequently active in trying to carve out a niche for itself where no readily apparent niche existed.

The New Zealand Tourism Board and Department of Conservation had responded in entirely different ways to the requirements levied on them by their respective founding legislation. The former has interpreted its global marketing responsibilities as a sole requirement rather than as an important requirement, and has opted for traditional marketing planning methods in the production of international marketing strategies at approximately three year intervals. Whilst these strategies have been thorough, well-researched, and ultimately successful in terms of increasing visitor numbers, they can nevertheless be criticised as symptomatic of a closed system approach. In this respect, the Board has followed a dangerous course, in treating the marketing function as a stand alone element which neither impinges on, or is implicated by, any other issue or issues.

In contrast, the Department of Conservation has used a broadly based and theoretically conventional range of methods to develop a wide-ranging and holistic strategy for the management of visitors to New Zealand's national parks and other publicly owned lands. The 1996 Visitor Strategy is a textbook example of strategic planning in action, and clearly illustrates the concept of 'no pain, no gain' - DoC acknowledges that the elaborate consultation process followed by strategy authors was a substantial resourcing issue in terms of time and money, but maintains that the extra resources expended at the front end of the process was amply rewarded when the time came to implement the strategy and its supporting management plans. In this context, the Department's approach was clearly indicative of the 'high involvement' end of the participatory scale.

At the other end of that scale, the regional council network displays an all but unanimous resolve to stay away from tourism development altogether. Despite their acknowledged responsibility for the environmental management of the areas under their control, and the obvious corollary that tourist impact is a major factor in environmental management, regional councils have chosen to disassociate themselves from active involvement in the tourism business. In effect, they have endorsed and supported regional tourism planning as a valuable part of regional management, whilst disclaiming any responsibility to become involved in that management themselves - this duty is thrust fair and square on the shoulders of the TLA sector, an abdication of responsibility that undoubtedly complicates the resulting TLA task.

It is not surprising then that many of the 74 territorial authorities appear uncertain of how to respond to this devolved responsibility. Thus, though they all but universally commit some level of funding to the development of local tourism, that financial commitment is the only involvement for almost two thirds of their number - specifically, 44 out of 70 respondents had completely omitted tourism issues from their long-term planning. In the majority of the remaining 26 cases, councils have taken a delegatory approach to tourism issues, and have been instrumental in the creation of regional tourism organisations to address local tourism issues. Thus, strategic planning for tourism at sub-national level is eventually undertaken by a disparate cross-section of TLAs and RTOs, and it was this somewhat disjointed approach to local tourism development issues that formed the basis for Chapter Five investigations.

Chapter Five : Evaluate the extent to which sub-national tourism development strategies incorporate the principles of stakeholder participation and strategic orientation.

If the material contained in Chapters Three and Four could be said to 'set the scene' for the overall research design, Chapters Five, Six and Seven were more directly related to the broad goal of the research - specifically, Chapter Five measured the extent of stakeholder participation and strategic orientation amongst sub-national tourism planning processes in New Zealand, Chapter Six measured the level of resident support for three of the resulting tourism strategies, and Chapter Seven sought to establish the

nature and extent of relationships between the results obtained at Chapters Five and Six respectively.

For example, Chapter Five adopted a conventional attitude scale development process to devise an objective instrument by which the processes used in sub-national tourism strategy formulation could be assessed in terms of their compliance with established principles of stakeholder participation and strategic orientation. Commencing with a foundation set of 75 evaluatory questions, a well-documented refinement and purification process was adapted to progressively establish the instrument in terms of ensuring adequate levels of both face and content validity. During the conduct of this research, three carefully chosen and independently objective reviewers were employed to apply the 75 item version to an assembled collection of local tourism strategies, and a representative cross-section of three examples was eventually selected for more intensive evaluation. There was no example of planning process which rated as 'excellent', and the three plans selected were classified as good, acceptable, and poor in terms of their assessed process quality.

Overall, the available local tourism planning strategies proved to be of disappointing quality, with a reasonably consistent pattern of failure in terms of inadequate stakeholder consultation, cursory attention to contemporary situation analyses, and the common articulation of unimaginative and insufficiently differentiated goals and objectives - the single most common oversight was a persistent refusal to take existing visitor market opinion into account when purporting to seek broadly based stakeholder involvement. In addition, the implementation and review sections of the subject strategies were uniformly vague and non-committal, lending credence to a subsequently expressed resident opinion that it was politically naive to suppose that any strategy prepared by local government or its subsidiaries would ever be effectively implemented. This commentary tended to exemplify an overall quality level of planning examples which did not inspire confidence in the future of local level tourism in New Zealand.

However, the assessment instrument was able to identify a wide range of process quality scores in each of the domains which comprise the planning process, ranging from good (scoring 75% or better) to poor (scoring 25% or below). More specifically, four out of

five domains recorded scores in excess of 75%, whilst four out of five included a score or scores below 25% - the exceptions were 'Implementation and Review', with a high score of just 56%, and 'Stakeholder Participation' with a low score of 38%. These findings are argued to provide sufficient justification for the first formally identified conclusions of the research :

1. There is a significant degree of variation in the extent to which stakeholder participation has featured as an integral part of sub-national tourism planning processes in New Zealand.
2. There is a significant degree of variation in the extent to which a strategic orientation has featured as an integral part of sub-national tourism planning processes in New Zealand.

Chapter Six : Establish quantitative levels of local resident support for a cross-section sample of sub-national tourism development strategies.

Chapter Six used a mail survey methodology, in each of the three selected study sites, to solicit individual resident comment on the tourism strategies prepared for their own local area. In pursuit of this objective, a slightly revised version of the 36 item instrument was prepared to gather attitudes towards plan content, rather than planning process, and provision was made for the subsequent comparison of the results from two separate evaluatory exercises. In general, though residents were by no means overly enthusiastic about the planned development of local tourism, the overall tenor of their comments was appreciably more generous than that offered by the Chapter Five process assessments, with commentary tending towards the positive in suggesting possible improvements, rather than a negatively destructive condemnation of planners' ideas.

Residents appear to attach the greatest levels of importance to that part of their tourism strategy which indicates specific goals and objectives for both tourism product development and infrastructural improvements, with an associated supporting concern for the predicted economic impacts in their local area. Interest in the processes used to develop these targets was of a (relatively) low priority, leading the researcher to conclude that local stakeholder attitudes were primarily pragmatic in their chosen

perspective. This conclusion was supported through analysis of those local tourism issues felt to be of greatest importance in each of the three study sites, and formed a useful platform for the subsequent comparison of process assessments and outcome evaluations.

Though quantitative measures of resident opinion, when measured across the three study sites, occupied a lowest-to-highest range which was more tightly compressed than their process scale predecessors, it was still possible to detect a variety of opinion amongst individual responses. In addition, the Coromandel strategy was clearly preferred to its Bay of Plenty counterpart and, to a somewhat lesser degree, to the Mackenzie version - differential opinions of the Bay of Plenty and Mackenzie strategies also existed, though it was difficult to establish a clear preference in terms of this comparison. However, the Chapter Six research provided sufficient evidence to justify and support the third formal conclusion :

3. There is a significant degree of variation in the extent to which locally resident stakeholder approve of the tourism strategies designed for their local area.

Chapter Seven : Evaluate the implications of stakeholder participation and strategic orientation in terms of subsequent levels of local resident support for sub-national tourism development strategies.

Chapter Seven attempted to establish the degree to which the results of the process assessment could be correlated with the results of the resident survey, and the extent to which such a correlation could represent some form of causal relationship. In effect, the overall results of this project could be viewed as supplying both positive and negative endorsement of research objectives - positive in that the degree of inter-scale association established through direct comparison was as strong as could possibly have been expected given the nature of resource limitations; and negative in that there was no evidence to contradict the existence of a supposed relationship.

In essence, there was some qualified support for the idea that both stakeholder participation and strategic orientation would positively influence subsequent resident attitudes towards local tourism development, though the results obtained by multiple

regression and path analysis suggested a pyramidal and importance weighted model of resident attitude influencers, rather than the conventionally imagined model in which each element of the planning process was equally weighted and followed its precursor in a linear fashion. In this context, it was possible to offer the following conclusions in support of the three that have previously been identified :

4. There is a moderate degree of correlation between the extent of stakeholder participation and strategic orientation in a tourism planning process, and the levels of local resident support for the tourism strategy which ensues.
5. There is evidence to suggest that enhanced levels of stakeholder involvement in the planning process will positively impact on both the vision and values, and local situation analysis, elements of a strategic tourism planning process.
6. There is evidence to suggest that the quality of stakeholder involvement, vision and values articulation, and local situation analysis will jointly influence consideration of both economic and socio-environmental impacts.
7. There is evidence to suggest that attention to a balanced range of potential impacts will positively influence the selection of appropriate tourism goals and objectives.
8. There is evidence to suggest that the goals and objectives so chosen are the primary determinants of locally resident stakeholder opinion.

The eight formal conclusions expressed in this section have gone some considerable distance towards addressing the broad goal of research, that of 'investigating the validity of stakeholder participation and strategic orientation as significant contributors to sub-national tourism planning effectiveness in New Zealand'. In this context, it does appear that a conscientious effort to include maximum stakeholder consultation within a formally structured strategic planning process will result in enhanced levels of community support through all stages of the strategy determination process. The rationale for this claim of broad goal achievement is shown graphically in Figure 35.

Fig. 35 : Goal Achievement and Objective Resolution

The Broad Research Goal :

To investigate the validity of stakeholder participation and strategic orientation as significant contributors to sub-national tourism planning effectiveness in New Zealand.

The Research Objectives	The Research Conclusions
Objective 1 : Describe the structural arrangements that have been established to guide tourism planning activities in New Zealand.	(Informal) A combination of statutory and policy initiatives have been used to establish a three level tourism planning hierarchy, with the provisions made for responsibility allocations being primarily optional rather than compulsory.
Objective 2 : Ascertain the methods used by national, regional, and local agencies to determine tourism development strategies at a national, regional and local level.	(Informal) National level responses occupy the full range between enthusiastic adoption of strategic planning principles to confused inactivity; regional government has abdicated responsibility to a local level; one third of local councils have, either personally or through an RTO, chosen some form of the strategic planning model to articulate their plans for local tourism.
Objective 3 : Evaluate the extent to which sub-national tourism development strategies incorporate the principles of stakeholder participation and strategic orientation.	Conclusion 1 : There is a significant degree of variation in the extent to which stakeholder participation has featured as an integral part of sub-national tourism planning processes in New Zealand. Conclusion 2 : There is a significant degree of variation in the extent to which a strategic orientation has featured as an integral part of sub-national tourism planning processes in New Zealand.
Objective 4 : Establish quantitative levels of local resident support for a cross-section sample of sub-national tourism development strategies.	Conclusion 3 : There is a significant degree of variation in the extent to which locally resident stakeholders approve of the tourism strategies designed for their local area.
Objective 5 : Evaluate the implications of stakeholder participation and strategic orientation in terms of subsequent levels of local resident support for sub-national tourism development strategies.	Conclusion 4 : There is a moderate degree of correlation between the extent of stakeholder participation and strategic orientation in a tourism planning process, and the levels of local resident support for the tourism strategy which ensues. Conclusion 5 : There is evidence to suggest that enhanced levels of stakeholder involvement in the planning process will positively impact on both the vision and values, and local situation analysis, elements of a strategic tourism planning process. Conclusion 6 : There is evidence to suggest that the quality of stakeholder involvement, vision and values articulation, and local situation analysis will jointly influence consideration of both economic and socio-environmental impacts. Conclusion 7 : There is evidence to suggest that attention to a balanced range of potential impacts will positively influence the selection of appropriate tourism goals and objectives. Conclusion 8 : There is evidence to suggest that the goals and objectives so chosen are the primary determinants of locally resident stakeholder opinion.

The Broad Research Conclusion :

Stakeholder participation and strategic orientation function as significant contributors to sub-national tourism planning effectiveness in New Zealand, but do so in a planning environment that would greatly benefit from the introduction of a more formal and prescriptive structure .

Figure 35 is presented in support of a claim that the five specific objectives set for the research had been satisfactorily addressed by the research described in Chapters Three to Seven and that, as a consequence, the broad goal of the research had also been achieved. Acknowledgement of this claim implies the existence of a number of important implications for the existing body of knowledge, and these are identified and reviewed in the following section.

8.2 Implications for Theory

The research described in this thesis makes a significant contribution to the existing body of tourism planning knowledge from four separate perspectives. These four contributions are presented below, and further discussed in the paragraphs which follow.

- * Identification of a double standard within institutional tourism planning circles, in that the theories of stakeholder participation and strategic orientation are publicly supported as beneficial, whilst being largely ignored as practical planning techniques.
- * Presentation of a quantitative planning process assessment instrument that institutional planners can use to verify that their planning processes comply with criteria thought to engender public support.
- * Conceptualisation of locally resident stakeholders as a body of intelligent and sophisticated critics of local tourism planning, who are nevertheless positively inclined towards the broad principles of increased future tourism involvement.
- * Identification of the 'goals and objectives' element of the strategic planning process as the single most important item of interest to local residents.

The Institutional Double Standard

Chapters Three and Four demonstrate that the lack of a national planning framework has contributed to a considerable lack of co-ordination in the overall strategy for tourism in New Zealand. The involved institutional actors appear to have reacted to an environment of minimal central government guidance by focussing their attentions inwards, and concentrating on the discharge of specific and statutorily allocated responsibilities - the exception to this observation is the Department of Conservation,

whose use of the legislation as a guiding principle, rather than as a limiting boundary, appears to be unique. In one respect, the dominant practice of staying within the parameters of legislation can be seen as an 'anything for the quiet life' attitude.

This attitude has evolved within a situation where national tourism policies have been determined by a trio of agencies whose philosophies cover almost the full range of Getz's (1987) planning alternatives. The OTSp comes close to retaining 'boosterism' as an overall approach, the NZTB has moved on from boosterism to an economic outlook, whilst DoC has adopted a physical/spatial approach to its tourism planning activities. Under these circumstances, it is hardly surprising that lower levels of government agency appear uncertain as to how they should react to their own planning responsibilities. Thus, a common response has been to delegate or, in the case of regional councils, abdicate.

While many of the relevant tourism policy and planning institutions continue to publicly extol the importance of both stakeholder involvement and strategic orientation, the application of these attitudes to actual planning processes was not readily observable. Thus, whilst institutional support for both concepts was claimed in many cases, these claims were not supported by what was actually described in the relevant strategy document. There was thus an apparent discrepancy between what planners said and what they did, and this does not offer any encouragement for subsequent levels of resident trust and support.

The nature and extent of this phenomenon is very much a function of New Zealand's political philosophies, its body of legislation, and its governmental structure, and it would be therefore unwise to automatically assume that these results can be generalised to alternative locations. However, the concept of double standards in politics is hardly a new one, and it is suggested as relevant to include consideration of relevant political attitudes and behaviours in any tourism planning situation in any location world-wide.

The Planning Process Assessment Instrument

The Chapter Five planning process assessment offers a new slant on how to measure adequacy of stakeholder involvement, and finds a middle ground between the ideas of

Bramwell (1994) and Ritchie (1993). From a measurement point of view, it is clearly indicated that mere participation in a planning process, through such devices as attendance at public meetings and filling in council questionnaires, is an inappropriate criterion by which to evaluate participation effectiveness; whilst, at the same time, the application of an exhaustive and highly detailed checklist of behaviours appears to add little to the knowledge base. The recommended middle ground is based upon the need to include Gunn's (1988) four key stakeholder groups - government, industry, visitors, and residents - and to ask the simple question 'did this group materially influence the planning decisions made'. In this context, the complete absence of customer input into these decisions was a disturbing, though not surprising, result.

The process assessment instrument presented in Appendix J to this thesis is a simple and straightforward checklist which chooses to reject consideration of operational detail in favour of identifying broadly based key issues which can be expected to arise in virtually all cases of sub-national tourism planning. Thus, though the need for further replication studies is self-evident, there is considerable potential value in an instrument which includes a checklist of components to foster heightened levels of public support for plan content. When, as in New Zealand, many of the relevant planners are required to offer themselves for re-election every three years or so, the advantages of a mechanism by which voter opinion can be so readily influenced are considerable.

Characteristics of Locally Resident Stakeholders

Chapter Six indicates that the residents who responded to this part of the research were capable of sophisticated analysis of the plans presented to them, were readily able to distinguish between the costs and benefits of future tourism development, and could therefore make realistically positive suggestions about how tourism should develop in their area. All of this was possible despite a well developed sense of cynicism in terms of the probability of plan implementation. In essence, residents appeared to be saying that tourism was welcome in their region, as long as they themselves were able to participate in the development process, and were therefore able to retain a say in decision making. This is an extremely encouraging conclusion which would benefit from replication studies to determine whether it is applicable outside of New Zealand.

The need for replication is reinforced by the identification of a consistent pattern of locally relevant issues, in contrast to what the main thrust of the literature suggests. In three quite geographically disparate regions of New Zealand, eight common themes have been identified, and it seems reasonable to suggest that these themes might also be apparent throughout the remainder of the country. However, aspects of the generic inventory of New Zealand attitudes, lifestyles, and behaviours will obviously have exerted a strong influence over the themes identified as important, and replication elsewhere would be necessary before the geographic scale of relevance of these themes could be categorically established. In any event, the use of open-ended questions to determine what concerns local people is identified as a useful technique, and one which can, and should, be applied in any sub-national tourism planning situation.

The Importance of Goals and Objectives

The results reported at Chapter Seven suggest a qualified level of support for the idea that stakeholder involvement and strategic orientation will indeed contribute to enhanced levels of resident support for local tourism development strategies. However, the chapter highlights the importance of 'nuts and bolts' issues related to what tourism product developments are actually planned, and the directions in which local tourism will eventually develop - in contrast, there was comparatively lukewarm support for the central importance of more idealistic issues related to stakeholder values, determination of a local vision, and conduct of a broadly based and holistic situation analysis.

These priorities were illustrated by the chapter's presentation of a path analysis diagram which portrays the strategic planning process as a pyramidal, rather than linear, model. Here, the 'idealistic' factors of stakeholder participation, visioning and values, and situational analysis are seen as a platform from which the real business of strategy development can commence, and the issues related to economic, environmental and sociocultural impacts as intermediary issues which stand between these foundation elements and the pragmatic determination of goals and objectives. This in itself is a quite radical departure from the conventional conceptualisation of strategic planning, and is a perception which merits a greater degree of both empirical testing and practitioner consideration.

In summary, whilst there is considerable academic satisfaction to be gained from the generation of partial empirical support for a foundation component of planning theory, the principal implications of this research relate to the potential use of a structured planning process to generate eventual support for the subsequent planning outcomes. If future research can establish beyond reasonable doubt that a simple, straightforward and standardised strategic planning process can all but guarantee resident support for their local tourism plan, then substantial gains will have been made in our understanding of what constitutes an optimum approach to sub-national tourism planning. It is with an eye to this potential future that the thesis closes with a series of specific recommendations for future research activity.

8.3 Recommendations for Further Research

This research has been generally successful in achieving the broad goal and specific objectives it had chosen to set for itself, but this should not be construed as an indication that the research design and execution has been faultless. Consistent acknowledgement has been offered, throughout the previous pages, of the extent to which resource limitations have hampered the scope of research ambitions, and to which implementation issues have constrained the applicability of some results. In articulating a series of specific recommendations for the conduct of future research into what is perceived to be a critical tourism industry issue, this section attempts to ensure that these acknowledged weaknesses are addressed in future research. In this context, it is recommended that :

1. The research described in this thesis be replicated, using for the most part the research design described herein. Replication may profitably take place in connection with the three specific study sites identified in this thesis, or with a range of other New Zealand sites, or with an alternative portfolio of strategies sourced from locations in another tourist destination country.
2. In the event that there is no high rating planning process example available to researchers, every effort should be made to co-operate with appropriate

planning agencies in the design and implementation of an optimal planning process from scratch.

3. Local resident opinion should be canvassed through consultation with a carefully constructed quota sample of 30 stakeholders in each research locale, in order to ensure appropriate levels of participation by current visitor market segments and by a representative resident demographic.

8.4 The Planning Process Assessment Instrument

The final version of the instrument presented in Appendix J is intended to represent a potentially valuable management tool, one which would subsequently benefit from comparative testing in a diverse range of research environments. Whilst it is conceded that the desire and ability of community stakeholders to participate in any planning process may, at least partially, be a function of the national character, social structure, and political system, the principles of strategic planning are by no means solely applicable to the tourism industry, but are well established foundation concepts in the Western management literature. Thus, whilst geographic setting and social circumstances may vary, and further research into generalisability will clearly be necessary, the generic philosophy of strategic planning has already been tried and tested in a variety of settings, and the threats posed by unsustainable development practices are relevant across political, geographic, and social boundaries.

It is therefore suggested that this thesis should be read as a description of model development, produced within a New Zealand tourism environment, but nevertheless intended to offer a considerably broader practical application. The degree to which thesis aims have been realised can therefore only be effectively verified through replication in alternative sub-national tourism settings, and this is an approach to subsequent research that is categorically endorsed as desirable by the author. The efforts of others to progress the foundations of this exploratory analysis are eagerly anticipated and unreservedly welcome.

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10. APPENDICES

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10.1 Appendix A : Publications Related to This Thesis

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Simpson, K. (under review). 'And now for the next hundred years - an assessment of national tourism policy issues in New Zealand'. *Pacific Tourism Review*, Ngaire Douglas, editor.

Footnote (2) - Page 71

Simpson, K. (under review). 'Sub-national tourism policy responsibilities and their implementation - a New Zealand case study'. *Pacific Tourism Review*, Ngaire Douglas, editor.

Footnote (3) - Page 92

Simpson, K. (under review) 'Ecotourism policies in New Zealand'. In Fennell, D. and Dowling, R. (eds.) *Ecotourism Policy*. Wallingford, UK : CABI Publishing.

Footnote (4) - Page 133

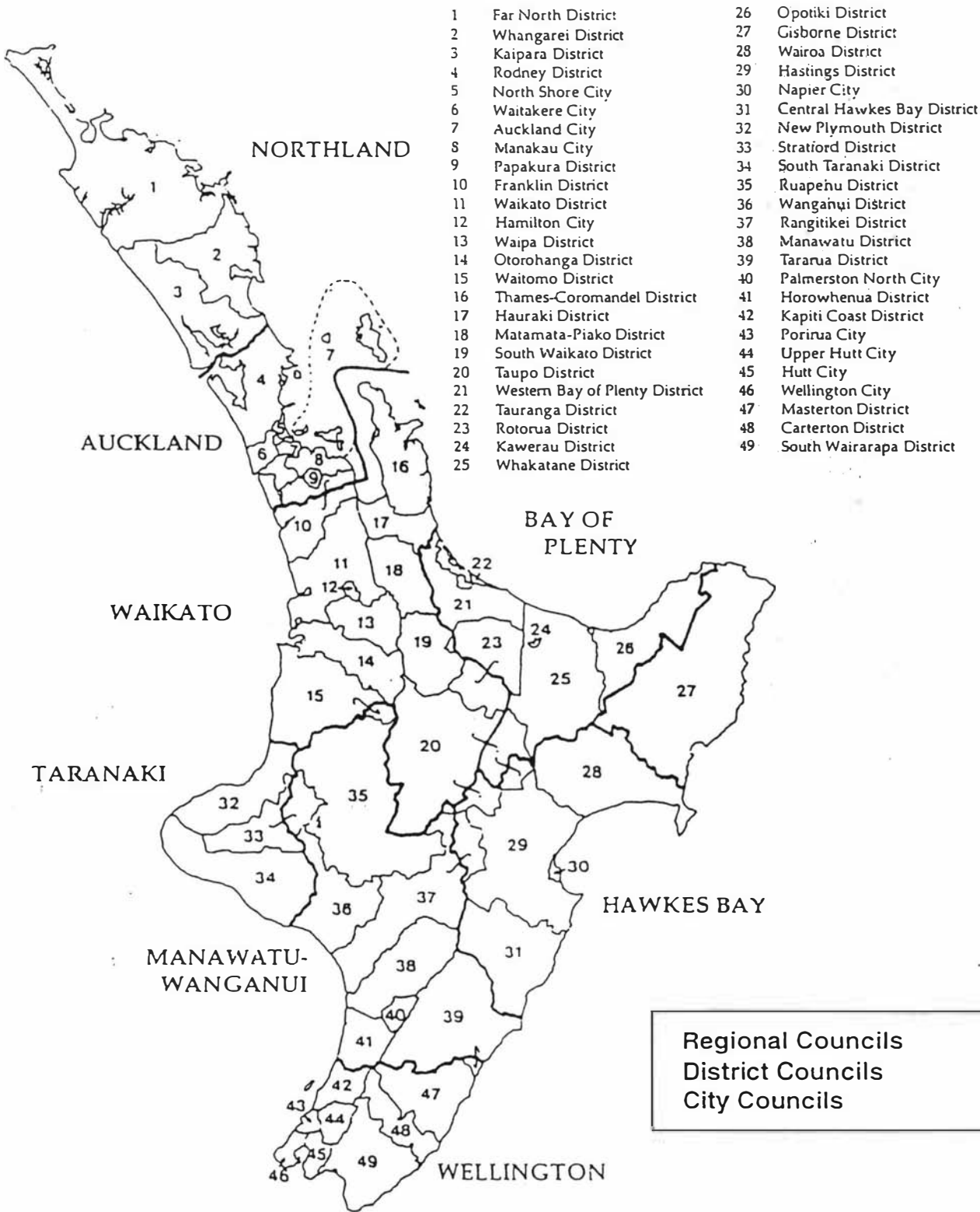
Simpson, K. (2001). 'Strategic planning and community involvement as contributors to sustainable tourism development'. *Current Issues in Tourism*, 4(1), 3-41.

10.2 Appendix B : Local Government Structure in New Zealand

Regional Council	Territorial Local Authority	Population	Councillors
Northland		135,300	8
	Far North District	53,700	14
	Whangarei District	64,200	15
	Kaipara District	17,400	11
Auckland		969,400	13
	Rodney District	61,600	12
	North Shore City	159,100	19
	Waitakere City	144,500	17
	Auckland City	327,800	25
	Manukau City	238,100	25
	Papakura District	38,300	13
Waikato		377,390	13
	Franklin District	45,200	15
	Waikato District	38,500	15
	Hamilton City	105,100	14
	Waipa District	38,300	13
	Otorohanga District	9,350	8
	Waitomo District	9,890	11
	Thames-Coromandel District	26,600	10
	Hauraki District	17,450	13
	Matamata-Piako District	29,800	13
	South Waikato District	25,500	15
	Taupo District	31,700	13
Bay of Plenty		220,300	11
	Western Bay of Plenty District	32,300	13
	Tauranga District	72,300	15
	Rotorua District	65,700	13
	Kawerau District	8,080	11
	Whakatane District	32,800	16
	Opotiki District	9,120	11
N/A (Unitary Authority)	Gisborne District	44,400	17
Hawke's Bay		140,800	9
	Wairoa District	10,300	10
	Hastings District	65,700	15
	Napier City	52,300	13
	Central Hawke's Bay District	12,500	13
Taranaki		107,960	10
	New Plymouth District	69,100	17
	Stratford District	9,760	11
	South Taranaki District	29,100	13
Manawatu/Wanganui		232,150	11
	Ruapehu District	17,850	15
	Wanganui District	45,900	15
	Rangitikei District	16,300	12
	Manawatu District	28,000	14
	Tararua District	19,500	13
	Palmerston North City	74,500	16
	Horowhenua District	30,100	13

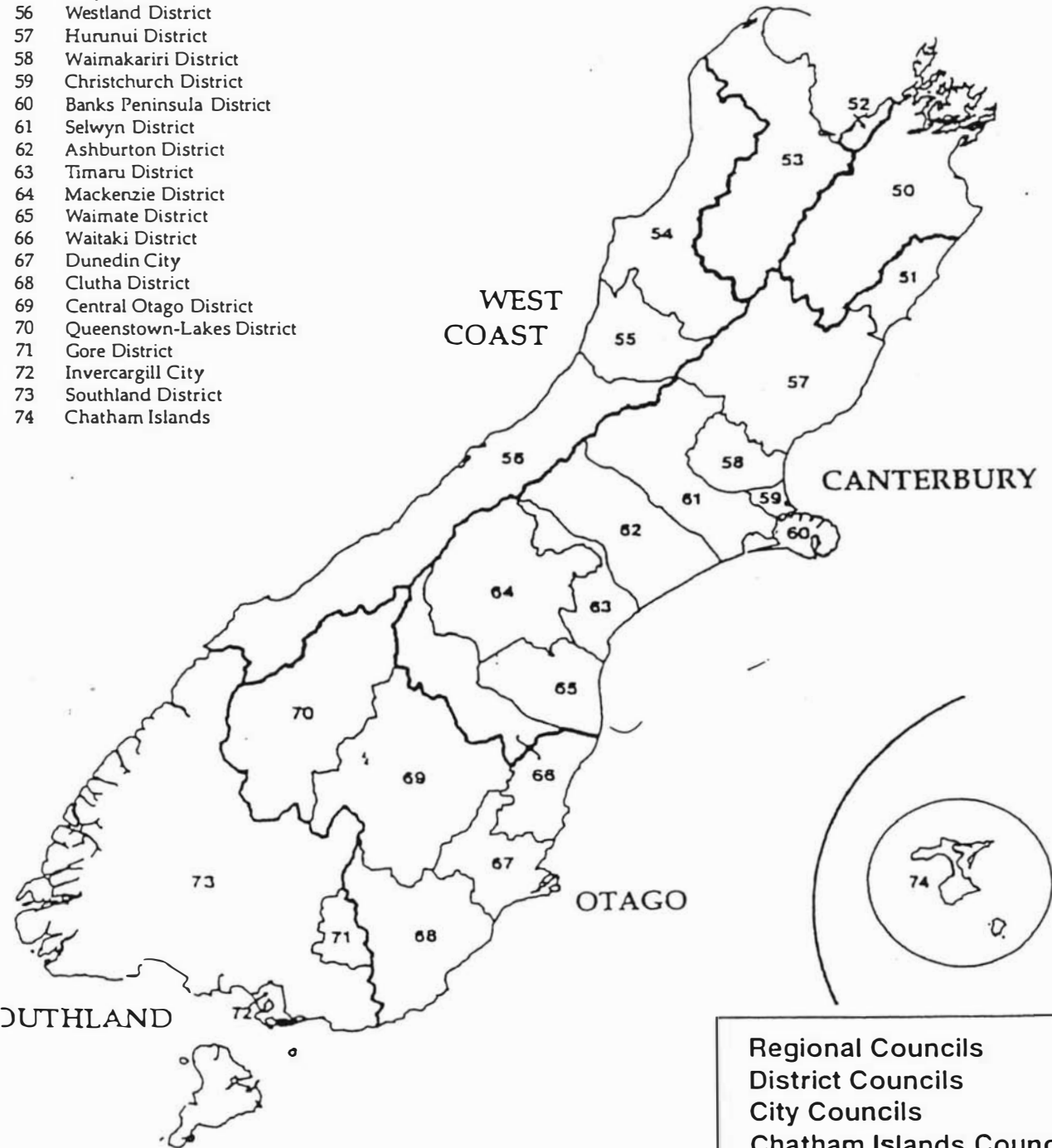
Wellington		409,800	13
	Kapiti Coast District	38,000	15
	Porirua City	47,800	14
	Upper Hutt City	37,100	11
	Hutt City	94,900	16
	Wellington City	152,100	22
	Masterton District	23,400	11
	Carterton District	7,180	13
	South Wairarapa District	9,320	11
N/A (Unitary Authority)	Marlborough District	38,300	14
N/A (Unitary Authority)	Nelson City	40,200	13
N/A (Unitary Authority)	Tasman District	38,000	14
West Coast		33,740	6
	Buller District	11,050	12
	Grey District	13,600	8
	Westland District	9,090	13
Canterbury		455,880	13
	Kaikoura District	3,700	8
	Hurunui District	9,690	10
	Waimakiriri District	29,900	15
	Christchurch City	302,800	25
	Banks Peninsula District	7,920	10
	Selwyn District	22,600	14
	Ashburton District	24,700	13
	Timaru District	42,600	13
	MacKenzie District	4,270	11
	Waimate District	7,700	14
Otago		191,750	11
	Waitaki District	23,000	16
	Dunedin City	119,800	19
	Clutha District	18,050	16
	Central Otago District	14,800	15
	Queenstown Lakes District	16,100	16
Southland		102,550	11
	Gore District	13,650	12
	Invercargill City	55,800	13
	Southland District	33,100	15
N/A (Special Status)	Chatham Islands County	756	9
Total		3,538,676	1156
Source : Howell, McDermott & Forgie, 1995			

**Boundaries of Regional Councils and Territorial Local Authorities -
North Island (Source : Hammond, Morris and Willis, 1997).**



Boundaries of Regional Councils and Territorial Local Authorities - South Island (Source : Hammond, Morris and Willis, 1997).

- 50 Marlborough District
- 51 Kaikoura District
- 52 Nelson City
- 53 Tasman District
- 54 Buller District
- 55 Grey District
- 56 Westland District
- 57 Hurunui District
- 58 Waimakariri District
- 59 Christchurch District
- 60 Banks Peninsula District
- 61 Selwyn District
- 62 Ashburton District
- 63 Timaru District
- 64 Mackenzie District
- 65 Waimate District
- 66 Waitaki District
- 67 Dunedin City
- 68 Clutha District
- 69 Central Otago District
- 70 Queenstown-Lakes District
- 71 Gore District
- 72 Invercargill City
- 73 Southland District
- 74 Chatham Islands



10.3 Appendix C : Correspondence with Central Government Agencies

To : (Named Addressee),
Minister of Tourism, OTSp, NZTB, DoC

Dear Mr. xxxxx

Strategic Planning and the Tourism Industry in New Zealand

As part of my studies towards a Doctor of Philosophy degree at Massey University (Albany Campus), I am currently undertaking an extensive appraisal of strategic planning policy and practice in relation to the New Zealand tourism industry. My supervisors at Massey are Professor Stephen Page and Dr. Mark Orams, either of whom will confirm the nature and content of my research.

As a substantial contributor to the determination of New Zealand's strategic tourism policies, the views of the (Government/OTSp/NZTB/DoC) are a vital component of my analysis, and the purpose of this letter is to request an hour of your time to discuss the nature of the (Government/OTSp/NZTB/DoC) contribution. At this stage, I plan to be in Wellington between the 17th and 20th of January next year, and would greatly appreciate your granting me an interview during that time. The broad topics which I hope to discuss are :

- * What specific planning responsibilities do you believe that government policy and/or legislation requires your agency to undertake in relation to tourism development ?
- * How would you describe your agency's principal role(s) in relation to the sustainable long term development of tourism in New Zealand ?
- * To what extent does your organisation believe that a national tourism strategy is (a) desirable and (b) feasible ?
- * To what extent does your agency see a role for itself in (a) formulating and influencing national tourism policy and (b) implementing national tourism policy ?
- * Which agencies or organisations do you think should be responsible for tourism planning at (a) strategic level; (b) tactical level; (c) operational level ?
- * How do you see your agency's role in tourism planning changing over (say) the next ten years ?
- * What printed material is publicly available to indicate your agency's philosophy towards strategic tourism development in New Zealand ?

As a result of interviews with the (OTSp/NZTB/DoC), the (OTSp/NZTB/DoC) and your own agency, I hope to be able to produce a review of current central government attitudes to the strategic development of tourism, and to use the content of this review as a framework within which tourism planning at a local government level can be

subsequently investigated. I trust you can appreciate the central necessity of accurately representing central government views in my final thesis, and your own organisation's role in contributing to those views. I am therefore hopeful that you will agree to this request for interview, and look forward to hearing from you. I may be contacted by mail at the address shown above, or alternatively by email at ksimpson@unitec.ac.nz. Thank you for taking the time to read this letter.

Sincerely

Ken Simpson

**QUESTIONS PREPARED FOR THE HON. MARK BURTON, MINISTER OF
TOURISM, NEW ZEALAND GOVERNMENT.
FEBRUARY, 2000.**

Preamble :

First of all, thank you for agreeing to participate in this research project. I fully appreciate the extraordinary demands being made on your time at present, and am most grateful for the opportunity to pose the questions which follow. In this respect, I have arranged questions in three groups – (a) my evaluation of various aspects of New Zealand tourism as at election day, 1999; (b) Labour Party tourism policy; (c) operational issues related to the new government's intent for tourism.

New Zealand tourism in 1999 :

The following is the essence of my evaluation of the tourism industry as it existed at 26 November 1999. I would be happy to receive your comments related to the accuracy of each statement or otherwise, and the extent to which this summary has incorporated the essential elements which influence future tourism development.

- The status and importance of tourism policy advice to central government has been in progressive decline over the past ten years, to the extent that there is currently no policy making entity with sufficient authority to significantly influence policy implementation. There is no agreed strategy to guide future tourism development at a national level, despite almost universal agreement that such a strategy is merited.
- November 1999 government policy recognises tourism as a critical part of the national economy, and one which offers much potential in terms of economic benefits for the future. Central government has withdrawn from operational involvement in the tourism industry, and the only areas in which its intentions are clearly specified are the marketing and environmental protection aspects of tourism, such policy to be implemented by the NZTB and DoC respectively. In short, central government has heavily emphasised the recruitment of overseas visitors, with scant regard (aside from environmental issues) for where they go and what they do after arrival.
- As a blanket conclusion, NZTB has become increasingly fixated with its international marketing objectives, to the virtual exclusion of everything else, and has consequently become somewhat isolated from other aspects of tourism and their participant stakeholders. In contrast, DoC have chosen to address the balance between environmental protection and visitor access in a conscientious and stakeholder-friendly manner, and have derived a common sense strategy with considerable potential for successful implementation.
- Sub-national tourism issues are seen as the preserve of lower levels of government, with relevant legislation adopting a permissive rather than a prescriptive approach to local development issues. As a result, the regional sector has generally chosen to opt out of hands-on involvement in favour of a monitoring role (of human activity in the region as it affects the physical environment), whilst the territorial sector has reacted

in a fragmented and uncoordinated manner – the majority have delegated tourism issues to the RTO network, accompanied by a generally frugal level of funding.

- The development of RTOs has tended to ‘follow the funding’ with some RTOs associated with regional council, and the majority with territorial council, boundaries. The result has been a strong level of turf protection and a resultingly unhealthy level of competition between too many RTOs with too little funding – notable in the latter case is the minuscule financial contribution made to the RTO network by the industry it exists to serve.
- There is general agreement, amongst all three levels surveyed, that the principal responsibility for regional tourism planning lies with a combination of RTOs and industry – territorial government should provide guidance and (some) finance, whilst regional government should exercise a policing role to monitor environmental effects of tourist activity. In the absence of a central government policy to the contrary, this distribution of responsibility tends to be what happens in practice.

Labour Party Tourism Policy

Whilst the policy document published in October 1999 is easy to understand and relatively specific, I have isolated a number of issues which could benefit from expanded explanation. These are framed in terms of the questions below :

- Labour policy argues that national strategy determination should be industry driven, and OTSp appears to support TIANZ efforts in that direction - however, both NZTB and DoC appear to believe that central government facilitation is necessary to ensure an adequate breadth of vision. I personally believe that the most positive outcome possible from an industry vision would be a thoughtful analysis of “how tourism will look in the New Zealand of tomorrow”; in contrast, a more objectively prepared vision could reflect “how New Zealand will look in the presence of the effective tourism industry of tomorrow”. Sustainability theory suggests this is an important distinction, thus the question – in relation to the proposed Tourism Task Force, who is encompassed by the phrase “wider industry stakeholders.”
- In separate parts of the policy, it is suggested that “significant investment in the sector is necessary” and “government will invest where appropriate”. Are these comments intended to draw specific attention to national promotion, public policy determination, environmental protection and research alone, or do perceptions of investment inadequacy extend beyond those issues ?
- It is suggested that ‘the private sector cannot always be relied on’ to supply adequate investment for the future – should this be construed as a statement of fact and a situation which is acceptable to government; or as a criticism that industry is not pulling its weight and is expected to change ?
- The policy advocates the establishment of ‘a specialist group within DoC to develop consistent policy for managing visitor growth’. My (provisional) findings indicate that this may be fixing something that isn’t broken - what aspects of environmental protection do you feel are inadequately considered by DoC’s current approach ?

- A comment derived from my research into the history of New Zealand tourism development is that central government policies of the past ten years have rapidly moved away from a 'command and control' philosophy, and towards a 'laissez-faire' outlook. Would you agree that the thrust of the October policy document is towards increased levels of central control, and therefore a partial trend reversal ?

Tourism Policy and Operational Issues

The questions below are prompted by some anomalies which have suggested themselves, both as a result of the current research and from my own 20 year experience in the tourism industry. They may I'm afraid be rather random in the order of presentation, but I believe they are all worthy of consideration.

- Given the significance of tourism to New Zealand's economic performance, do you think that successive governments (including the current administration) have accorded sufficient priority to tourism issues in comparison with agriculture, dairy, forestry etc. ?
- Where do you see the primary responsibility for the generation of national level tourism policy resting - does the OTSp primarily exist to proactively advise the government what to do; or does it exist to reactively advise on the practicality of what government has already decided is appropriate ?
- One of the core principles behind the establishment of OTSp was that tourism and sport are natural bedfellows for co-ordinated policy advice to government. To what extent do you believe this is a valid approach ?
- OTSp has publicly portrayed itself as a "champion of industry". Do you believe that this is an appropriate stance for a theoretically objective policy unit ?
- Helen Clark is quoted as saying (July 1999) that there are gaps between government, NZTB, and industry thinking re the future development of New Zealand tourism. Damien O'Connor has also said (November 1999) that he is concerned by aspects of NZTB performance, its relationship with TIANZ, and the nature of currently allocated roles and responsibilities. Can you be more specific in perceived areas of concern and difference ?
- Helen Clark has said that there does not appear to be any legislation barring NZTB involvement with domestic tourism. In this respect, how do you interpret s5.2 of the Tourism Board Act which states that the Board has no authority to involve itself with issues outside of its stated objectives or functions ?
- In terms of sub-national tourism planning, and in the light of the future existence of a national tourism strategy, who do you believe should be primarily responsible for (a) strategic (b) tactical and (c) operational planning at regional level and below ?
- Government has suggested the possibility of targeted funding to support economic development in disadvantaged regions. To what extent will conformity with the proposed national strategy be a precondition for regions receiving funding for regional tourism development ?

- It has been suggested that the RTO sector should be rationalised into a hub and spoke structure, with most of the existing agencies acting as support for, and feeding into, five key “macro” RTOs – Auckland, Rotorua, Wellington, Christchurch and Queenstown. To what extent do you endorse that position ?
- World-wide, a common central government approach to industries who are unable to regulate themselves has been to impose regulation upon them. To what extent do you think the introduction of such controls is a possibility in New Zealand ?
- My personal opinion is that the tourism industry has historically been extremely poorly represented by TIANZ and its various predecessors, and it is only since the appointment of Glenys Coughlan that a credible and representative industry lobby group has become a realistic possibility. If TIANZ can successfully complete its claim to legitimacy in that respect, can you perceive any value in a restructuring of the industry along (roughly) Agriculture lines – a new multi-functional Ministry of Tourism with greatly augmented scope of responsibility and authority, TIANZ as a Federated Farmers, and NZTB as a virtual Producer Board, subsumed within the new Ministry as one of several discrete divisions ?

Thank you once more for agreeing to help with this project. I will forward a copy of the “story so far” to Jennie as soon as it is complete, and trust you may find something of value in what I have written. Best wishes for your future involvement with our industry.

Ken Simpson

10.4 Appendix D : Correspondence with Regional Government Agencies

(Senior Manager Named)
(Title)
xxxxx Regional Council

Dear Mr./Mrs./Dr. xxxxx

Strategic Planning and the Tourism Industry in New Zealand

As a major part of my studies towards a Doctor of Philosophy degree at Massey University (Albany Campus), I am currently conducting an extensive appraisal of strategic planning policy and practice in relation to the New Zealand tourism industry. My supervisors at Massey are Professor Stephen Page and Dr. Mark Orams, either of whom will confirm the nature and content of my research.

Part of this appraisal is related to the extent of regional council participation in the tourism planning cycle, and requires an assessment of the degree to which councils perceive regional tourism development as an appropriate issue for them to consider. The questions which follow have been designed for responses via the email system's "Reply Message" function, and have been addressed to you as the Council's senior manager. I would really appreciate it if you could take the 4 or 5 minutes necessary to answer these questions or alternatively to electronically forward this message to the person in your Council who is best qualified to respond. Your responses to all questions are totally confidential, and individual comments will not be identified in any material I subsequently submit to the University.

Your participation in this questionnaire will allow me to produce a review of current regional government attitudes to the strategic development of tourism, to be used as a framework within which tourism planning at territorial government level can be subsequently investigated. I trust you can appreciate the central necessity of accurately representing regional government views in the TLA investigation, and the importance of your own council's role in contributing to those views. I am therefore hopeful that you will agree to this request for information, and look forward to hearing from you. I may be contacted by email at the address shown on this message, or alternatively by New Zealand Post at 29 Lucinda Place, Glen Eden, Auckland 1007. Thank you for taking the time to assist with this project.

Sincerely

Ken Simpson

(Senior Manager Named)
(Title)
xxxxxx Regional Council

Dear Mr./Mrs./Dr. xxxxx

Strategic Planning and the New Zealand Regional Tourism Industry

Towards the end of last year, I contacted you to ask for assistance with a major project aimed at evaluating the nature and scope of planning for regional tourism activity in New Zealand. I am taking this opportunity to renew the contact, as it appears that no response has been received to my initial approach.

During the month of December 1999, I have circulated 12 regional councils, 74 city or district councils, and 26 regional tourism organisations, in an effort to gauge attitudes and approaches to long term tourism planning. At the time of writing, 96 of these 112 agencies has responded to my request for information, and a clear (if somewhat contradictory) pattern of activity is starting to emerge. For those respondents who showed interest in receiving more information (approximately 85% of those contacted), I am currently in the course of preparing an interim report of research results.

Whilst an 85% response rate to any survey is an excellent result, and indicates a high level of interest in the research topic, the relatively small number of agencies available for comment requires me to take all possible steps to ensure that every involved voice is heard and noted. Thus, I have enclosed a duplicate copy of the survey questionnaire originally sent to you, and earnestly request your co-operation in taking the 4-5 minutes necessary to complete it - or alternatively, to have it completed by the person in your organisation best qualified to respond.

I am aware that I am asking for assistance at a notoriously busy period of the year for everyone involved - I can only apologise and note that for me, as a person actively involved in tourism myself, it is a case of having to take advantage of the only time available. I trust that you will be able to find space and time in your own calendar to assist me.

Sincerely

Ken Simpson

REGIONAL COUNCIL QUESTIONNAIRE : ☐ ☐ ☐

This questionnaire has been prepared by Ken Simpson in the course of study towards the Doctor of Philosophy degree at Massey University, Albany Campus. It is part of a major research project designed to assess the current strategies and systems in place to determine the future direction of the New Zealand tourism industry. The questionnaire has been addressed to the chief executive of all twelve regional councils in New Zealand and will be used to present a regional view of local government's role in the tourism development process. All answers will be treated as strictly confidential and no responding council will be individually identified in the ensuing report.

1. Which years are covered by your council's current Regional Policy Statement ?
(enter the opening and closing years of the current policy statement)

From :

To :

2. Does your current Regional Policy Statement contain a section relating to regional tourism development ? (tick the option which best describes Regional Policy Statement content)

Yes

☐

No

☐

3. Has your council chosen to produce a separate long term strategic plan for tourism in your region ? (tick the option which best describes Council's approach)

Yes

☐

No

☐

4. Does your council contribute financially to the promotion of local tourism activities ? (tick the option which applies)

Yes

☐

No

☐

5. What responsibilities do you believe that government policy and/or legislation requires your council to undertake in relation to strategic planning for regional tourism ? (tick as many options as apply, and/or type in relevant response)

Regional Strategy Formulation ☐

Regional Strategy Implementation ☐

Regional Strategy Monitoring ☐

No Role for Regional Government ☐

Other (please specify) : _____

6. To what extent does your council believe that a long-term regional tourism strategy is (a) desirable for your region ? (tick the option which best describes Council's beliefs)

Extremely Desirable ☐

Quite Desirable ☐

No Opinion ☐

Quite Undesirable ☐

Extremely Undesirable ☐

(b) practicable to produce for your region ? (tick the option which best describes Council's beliefs)

Extremely Easy to Produce ☐

Quite Easy to Produce ☐

No Opinion ☐

Quite Difficult to Produce ☐

Extremely Difficult to Produce ☐

Comments (optional) : (make any comments which you think are relevant to this question)

7. Which agencies do your council think should be responsible for long term regional tourism planning ? (tick as many options as apply, or type in relevant response)

Central Government

☐

Regional Government

☐

Territorial Government

☐

Regional Tourism Organisations (RTOs)

☐

The Tourism Industry Itself

☐

Other (please specify) :

8. Which agencies do your council think should be responsible for medium term regional tourism planning ? (tick as many options as apply, or type in relevant response)

Central Government

☐

Regional Government

☐

Territorial Government

☐

Regional Tourism Organisations (RTOs)

☐

The Tourism Industry Itself

☐

Other (please specify) :

9. Which agencies do your council think should be responsible for short term regional tourism planning ? (tick as many options as apply, or type in relevant response)

Central Government

☐

Regional Government

☐

Territorial Government

☐

Regional Tourism Organisations (RTOs)

☐

The Tourism Industry Itself

☐

Other (please specify) :

10. What printed material is publicly available to indicate your council's philosophy towards strategic tourism development in New Zealand ?
(type any comments which you think are relevant to this question)

11. Respondent details :

Name of person completing this questionnaire :

Job Title :

12. Would you like to be kept up to date with the progress of this research report ?

Yes

☐

No

☐

13. Is there any other comment you would like to make about tourism planning at a regional government level ?

10.5 Appendix E : Correspondence with Territorial Government Agencies

(Senior Manager Named)

(Title)

xxxxx Territorial Council

Dear Mr./Mrs. xxxxx

Strategic Planning and the Tourism Industry in New Zealand

As a major part of my studies towards a Doctor of Philosophy degree at Massey University (Albany Campus), I am currently conducting an extensive appraisal of strategic planning policy and practice in the New Zealand tourism industry. My supervisors at Massey are Professor Stephen Page and Dr. Mark Orams, either of whom will confirm the nature and content of my research.

Part of this appraisal is related to the extent of territorial council participation in the strategic planning cycle for tourism, and requires an assessment of the degree to which councils perceive local tourism development as an appropriate issue for them to consider. The attached questionnaire has been designed to gather background data on individual council attitudes towards tourism, and have been addressed to you as the Council's senior manager. I would really appreciate it if you could take the 4 or 5 minutes necessary to answer these questions or alternatively forward this correspondence to the person in your Council who is best qualified to respond. Responses to all questions are totally confidential, and individual comments will not be identified in any material I subsequently submit to the University. A reply-paid envelope is enclosed to return the completed questionnaire to me.

Your participation in this review will allow me to produce an initial evaluation of current territorial government attitudes to the strategic development of tourism, and to subsequently approach a sample of territorial councils with a mutually beneficial proposal for further research activity in a small number of cities or districts. I trust you can appreciate the central necessity of accurately representing territorial government views in the course of future research, and the importance of your own council's role in contributing to those views. I am therefore hopeful that you will agree to this request for information, and look forward to hearing from you. Thank you for taking the time to assist with this project.

Sincerely

Ken Simpson

(Senior Manager Named)
(Title)
xxxxxx Territorial Council

Dear Mr./Mrs. xxxxx

Strategic Planning and the New Zealand Regional Tourism Industry

Towards the end of last year, I contacted you to ask for assistance with a major project aimed at evaluating the nature and scope of planning for regional tourism activity in New Zealand. I am taking this opportunity to renew the contact, as it appears that no response has been received to my initial approach.

During the month of December 1999, I have circulated 12 regional councils, 74 city or district councils, and 26 regional tourism organisations, in an effort to gauge attitudes and approaches to long term tourism planning. At the time of writing, 96 of these 112 agencies has responded to my request for information, and a clear (if somewhat contradictory) pattern of activity is starting to emerge. For those respondents who showed interest in receiving more information (approximately 85% of those contacted), I am currently in the course of preparing an interim report of research results.

Whilst an 85% response rate to any survey is an excellent result, and indicates a high level of interest in the research topic, the relatively small number of agencies available for comment requires me to take all possible steps to ensure that every involved voice is heard and noted. Thus, I have enclosed a duplicate copy of the survey questionnaire originally sent to you, and earnestly request your co-operation in taking the 4 or 5 minutes necessary to complete it - or alternatively, to have it completed by the person in your organisation best qualified to respond.

I am aware that I am asking for assistance at a notoriously busy period of the year for everyone involved - I can only apologise and note that for me, as a person actively involved in tourism myself, it is a case of having to take advantage of the only time available. I trust that you will be able to find space and time in your own calendar to assist me.

Sincerely

Ken Simpson

TERRITORIAL LOCAL AUTHORITY TOURISM QUESTIONNAIRE : ☐ ☐

This questionnaire has been prepared by Ken Simpson in the course of study towards the Doctor of Philosophy degree at Massey University, Albany Campus. It is part of a major research project designed to assess the current strategies and systems in place to determine the future direction of the New Zealand tourism industry. The questionnaire has been addressed to the chief executive of all 74 territorial councils in New Zealand and will be used to present a TLA view of local government's role in the tourism development process. All answers will be treated as strictly confidential and no responding council will be individually identified in the ensuing report.

1. Which years are covered by your Council's current District Plan ? (enter the opening and closing years of the current District Plan)

From : ☐ ☐ ☐ ☐

To : ☐ ☐ ☐ ☐

2. Does your current District Plan contain a section relating to local tourism development ? (tick the option which best describes District Plan Tourism content)

Yes, a major section ☐

Yes, a minor section ☐

No ☐

3. Has your council initiated the production of a separate long term strategic plan for local tourism development ? (tick the option which best describes Council's approach)

Tourism Strategy mostly prepared internally by Council staff ☐

Tourism Strategy mostly prepared by Regional/Local Tourism Organisation ☐

Tourism Strategy mostly prepared by external consultants (including New Zealand Tourism Board) ☐

No Tourism Strategy prepared ☐

Other (please specify) _____

4. Does your council contribute financially to the promotion of local tourism activities ? (tick the option which applies)

Yes

☐

No

☐

5. What responsibilities do you believe that government policy and/or legislation requires your council to undertake in relation to strategic planning for local tourism ? (tick as many options as apply, and/or type in relevant response)

Local Strategy Formulation

☐

Local Strategy Implementation

☐

Local Strategy Monitoring

☐

No Role for Territorial Government

☐

Other (please specify) :

6. To what extent does your council believe that a long-term local tourism strategy is (a) desirable for your city or district ? (tick the option which best describes Council's beliefs)

Extremely Desirable

☐

Quite Desirable

☐

No Opinion

☐

Quite Undesirable

☐

Extremely Undesirable

☐

(b) practicable to produce for your city or district ? (tick the option which best describes Council's beliefs)

Extremely Easy to Produce

☐

Quite Easy to Produce

☐

No Opinion

☐

Quite Difficult to Produce

☐

Extremely Difficult to Produce

☐

7. Which agencies does your council think should be responsible for long term local tourism planning ? (tick as many options as apply, and/or type in relevant response)

Central Government

☐

Regional Government

☐

Territorial Government

☐

Regional Tourism Organisations (RTOs)

☐

The Tourism Industry Itself

☐

Other (please specify) :

8. Which agencies does your council think should be responsible for medium term local tourism planning ? (tick as many options as apply, and/or type in relevant response)

Central Government

☐

Regional Government

☐

Territorial Government

☐

Regional Tourism Organisations (RTOs)

☐

The Tourism Industry Itself

☐

Other (please specify) :

9. Which agencies does your council think should be responsible for short term local tourism planning ? (tick as many options as apply, and/or type in relevant response)

Central Government

☐

Regional Government

☐

Territorial Government

☐

Regional Tourism Organisations (RTOs)

☐

The Tourism Industry Itself

☐

Other (please specify) :

10. If a specific tourism strategy has been produced for your city or district, is it possible for me to have a copy ? (tick the option which best describes Council's attitude to information provision)

Yes, available through Council's Internet Website

☐

Yes, copy enclosed with this completed questionnaire

☐

Yes, copy available at a cost of \$

☐

Other (please specify)

11. Respondent details :

Name of Person completing this questionnaire :

Job Title :

12. Would you like to be kept up to date with the progress of this research project ?

Yes

No

13. Is there any other comment you would like to make about tourism planning at a territorial government level ?

10.6 Appendix F : Correspondence with Regional Tourism Organisations

(Senior Manager Named)

(Title)

xxxxx Regional Tourism Organisation

Dear Mr./Mrs. xxxxx

RTOs and the Future of Tourism in New Zealand

This e-mail message is sent to invite your contribution to a major three year research project, designed to provide practical planning assistance for decision makers in the New Zealand tourism industry. The project is supervised by Professor Stephen Page and Dr. Mark Orams at Massey University (Albany campus), either of whom will confirm the legitimacy of this approach to you.

Part of the project examines the methods by which strategic tourism planning is carried out in New Zealand, by central government, local government, and RTOs, and will result in the identification of 'best practice' guidelines for planners at each of these three levels. I am currently in the midst of evaluating the central and local government sectors, and this approach to RTOs is designed to complete the review process. I will of course be happy to circulate the results as soon as they are available (around the end of February, 2000).

A short and straightforward (12 question) survey is enclosed with this email as a Word for Windows attachment, and has been addressed to you as the RTO's senior manager. I would really appreciate if you could take the 4 or 5 minutes necessary to answer these questions or alternatively to forward this message to the person in your organisation who is best qualified to respond. Your answers to all questions are totally confidential, and individual comments will not be identified in the subsequently produced report.

Your participation in this survey will allow me to complete a review of current attitudes to the future development of tourism in New Zealand, to be used as a framework within which recommendations for enhanced tourism planning practices can be produced. I trust you can appreciate the central necessity of accurately representing RTO views in these recommendations, and the importance of your own organisation's role in this process. I am therefore hopeful that you will agree to this request for information, and look forward to hearing from you. I may be contacted by email at the address shown on this message, or alternatively by New Zealand Post at 29 Lucinda Place, Glen Eden, Auckland 1007. Thank you for taking the time to assist with this project.

Sincerely

Ken Simpson

(Senior Manager Named)
(Title)
xxxxx Regional Tourism Organisation

Dear Mr./Mrs. xxxxx

Strategic Planning and the New Zealand Regional Tourism Industry

Towards the end of last year, I contacted you to ask for assistance with a major project aimed at evaluating the nature and scope of planning for regional tourism activity in New Zealand. I am taking this opportunity to renew the contact, as it appears that no response has been received to my initial approach.

During the month of December 1999, I have circulated 12 regional councils, 74 city or district councils, and 26 regional tourism organisations, in an effort to gauge attitudes and approaches to long term tourism planning. At the time of writing, 96 of these 112 agencies has responded to my request for information, and a clear (if somewhat contradictory) pattern of activity is starting to emerge. For those respondents who showed interest in receiving more information (approximately 85% of those contacted), I am currently in the course of preparing an interim report of research results.

Whilst an 85% response rate to any survey is an excellent result, and indicates a high level of interest in the research topic, the relatively small number of agencies available for comment requires me to take all possible steps to ensure that every involved voice is heard and noted. Thus, I have enclosed a duplicate copy of the survey questionnaire originally sent to you, and earnestly request your co-operation in taking the 4 or 5 minutes necessary to complete it - or alternatively, to have it completed by the person in your organisation best qualified to respond.

I am aware that I am asking for assistance at a notoriously busy period of the year for everyone involved - I can only apologise and note that for me, as a person actively involved in tourism myself, it is a case of having to take advantage of the only time available. I trust that you will be able to find space and time in your own calendar to assist me.

Sincerely

Ken Simpson

REGIONAL TOURISM ORGANISATION SURVEY QUESTIONNAIRE ☐ ☐

This questionnaire has been prepared by Ken Simpson in the course of study towards the Doctor of Philosophy degree at Massey University, Albany Campus. It is part of a major research project designed to assess the current strategies and systems in place to determine the future direction of the New Zealand tourism industry. The questionnaire has been addressed to the senior manager of all 26 regional tourism organisations and will be used to present an RTO view of the strategic development of New Zealand tourism. All answers will be treated as confidential and no responding RTO will be individually quoted in the ensuing report.

1.	Which of the following best describes your RTO's status as a legal entity ? (tick the box which best describes your RTO's legal structure)												
	<table> <tr> <td>Trust</td> <td>☐</td> </tr> <tr> <td>Incorporated Society</td> <td>☐</td> </tr> <tr> <td>City/District Council Department</td> <td>☐</td> </tr> <tr> <td>Limited Liability Company</td> <td>☐</td> </tr> <tr> <td>Local Authority Trading Enterprise (LATE)</td> <td>☐</td> </tr> <tr> <td>Other (please specify) _____</td> <td></td> </tr> </table>	Trust	☐	Incorporated Society	☐	City/District Council Department	☐	Limited Liability Company	☐	Local Authority Trading Enterprise (LATE)	☐	Other (please specify) _____	
Trust	☐												
Incorporated Society	☐												
City/District Council Department	☐												
Limited Liability Company	☐												
Local Authority Trading Enterprise (LATE)	☐												
Other (please specify) _____													

2.	Which of the following stakeholder interests are currently represented on your RTO's governing body, e.g. board of directors (tick as many boxes as apply)														
	<table> <tr> <td>Regional Council Representative(s)</td> <td>☐</td> </tr> <tr> <td>City/District Council Representative(s)</td> <td>☐</td> </tr> <tr> <td>Ratepayer Group or other local community representative(s)</td> <td>☐</td> </tr> <tr> <td>Local tourism industry representative(s)</td> <td>☐</td> </tr> <tr> <td>Other local industry representative(s)</td> <td>☐</td> </tr> <tr> <td>Maori community representative(s)</td> <td>☐</td> </tr> <tr> <td>Other (please specify) _____</td> <td></td> </tr> </table>	Regional Council Representative(s)	☐	City/District Council Representative(s)	☐	Ratepayer Group or other local community representative(s)	☐	Local tourism industry representative(s)	☐	Other local industry representative(s)	☐	Maori community representative(s)	☐	Other (please specify) _____	
Regional Council Representative(s)	☐														
City/District Council Representative(s)	☐														
Ratepayer Group or other local community representative(s)	☐														
Local tourism industry representative(s)	☐														
Other local industry representative(s)	☐														
Maori community representative(s)	☐														
Other (please specify) _____															

3.	Approximately what percentage of your RTO's annual income is obtained from each of the following sources ? (insert a percentage estimate beside each category of income, total of all categories to be 100%)										
	<table> <tr> <td>Regional Council(s)</td> <td>☐</td> </tr> <tr> <td>City/District Council(s)</td> <td>☐</td> </tr> <tr> <td>Members' Contributions</td> <td>☐</td> </tr> <tr> <td>RTO Trading Activities</td> <td>☐</td> </tr> <tr> <td>Other (please specify) _____</td> <td></td> </tr> </table>	Regional Council(s)	☐	City/District Council(s)	☐	Members' Contributions	☐	RTO Trading Activities	☐	Other (please specify) _____	
Regional Council(s)	☐										
City/District Council(s)	☐										
Members' Contributions	☐										
RTO Trading Activities	☐										
Other (please specify) _____											

4. To what extent does your current level of income permit the RTO to adequately perform its assigned functions ? (tick the option which most accurately describes your opinion)

Funding levels permit <i>all</i> of our desired activities	☐
Funding levels permit <i>most</i> of our desired activities	☐
Funding levels permit <i>some</i> of our desired activities	☐
Funding levels <i>slightly</i> restrict our desired activities	☐
Funding levels <i>seriously</i> restrict our desired activities	☐

5. To what extent does your RTO believe that a long-term tourism strategy is (a) desirable for your region ? (tick the option which best describes your beliefs)

Extremely Desirable	☐
Quite Desirable	☐
No Opinion	☐
Quite Undesirable	☐
Extremely Undesirable	☐

(b) feasible for your region (tick the option which best describes your beliefs)

Extremely Easy to Produce	☐
Quite Easy to Produce	☐
No Opinion	☐
Quite Difficult to Produce	☐
Extremely Difficult to Produce	☐

6. Which agencies do your RTO think should be responsible for long term regional tourism planning ? (tick as many options as apply, or type in relevant response)

Central Government	☐
Regional Government	☐
Territorial Government	☐
Regional Tourism Organisations (RTOs)	☐
The Tourism Industry Itself	☐
Other (please specify) : _____	

7. Which agencies do your RTO think should be responsible for medium term regional tourism planning ? (tick as many options as apply, or type in relevant response)

Central Government ☐

Regional Government ☐

Territorial Government ☐

Regional Tourism Organisations (RTOs) ☐

The Tourism Industry Itself ☐

Other (please specify) : _____

8. Which agencies do your RTO think should be responsible for short term regional tourism planning ? (tick as many options as apply, or type in relevant response)

Central Government ☐

Regional Government ☐

Territorial Government ☐

Regional Tourism Organisations (RTOs) ☐

The Tourism Industry Itself ☐

Other (please specify) : _____

9. Has your RTO initiated the production of a long term strategic plan for local tourism development ? (tick the option which best describes your RTO's approach)

Tourism Strategy entirely prepared by RTO staff ☐

Tourism Strategy prepared by RTO and city/district council staff ☐

Tourism Strategy prepared by RTO and external consultants (including New Zealand Tourism Board) ☐

No Tourism Strategy prepared ☐

Other (please specify) : _____

10. If a specific tourism strategy has been produced, is it possible for me to have a copy ?
(tick the option which best describes the RTO's attitude to information provision)

Yes, available through RTO's Internet Website ☐

Yes, copy mailed in response to this questionnaire ☐

Yes, copy available at a cost of \$ ☐

Other (please specify) _____

11. Respondent details :

Name of Person completing this questionnaire :

RTO :

Job Title :

Would you like to be kept up to date with the progress of this research project ?

Yes ☐

No ☐

12. Please feel free to make any further comment below that you believe is relevant to the future of regional tourism development in New Zealand

10.7 Appendix G : Drafts of Planning Process Evaluation Checklist

Page A-32 First Draft Instrument (75 Items)

Page A-38 Assessor Instructions

Page A-39 Second Draft Instrument (36 Items)

Page A-42 Detailed Analysis of Second Draft Assessment Scores

(FIRST DRAFT) PLANNING PROCESS EVALUATION	
STRATEGY :	
Criteria	Score Awarded
SECTION A : STAKEHOLDER IDENTITY	
1. The New Zealand Tourism Board took part in the planning process	
2. The relevant regional council(s) took part in the planning process	
3. The relevant local council(s) took part in the planning process	
4. The relevant regional tourism organisation(s) took part in the planning process	
5. Other agencies of government took part in the planning process	
6. The local tourism industry took part in the planning process	
7. Other local industry (non-tourism) took part in the planning process	
8. Local <i>tangata whemua</i> took part in the planning process	
9. The opinions of major visitor groups were sought during the planning process	
10. Local community organisations took part in the planning process	
11. Ordinary local residents took part in the planning process	
TOTAL SCORE SECTION A	
SECTION B : PARTICIPATION/CONSULTATION CONTINUUM	
12. Governmental (national OR regional OR local) participation was included at the beginning of the planning process	

13. Local tourism industry OR regional/district tourism organisation participation was included at the beginning of the planning process	
14. The opinions of existing visitor groups were sought at the beginning of the planning process	
15. Secondary stakeholder (other local industry OR <i>tangata whenua</i> OR community organisations OR local residents) participation was included at the beginning of the planning process	
16. Governmental (national OR regional OR local) participation was included through all stages of plan formulation	
17. Local tourism industry OR regional/district tourism organisation participation was included through all stages of plan formulation	
18. The opinions of existing visitor groups were sought through all stages of plan formulation	
19. Secondary stakeholder (other local industry OR <i>tangata whenua</i> OR community organisations OR local residents) participation was included through all stages of plan formulation	
20. Governmental (national OR regional OR local) opinion was incorporated in the final strategic direction selected	
21. Local tourism industry OR regional/district tourism organisation opinion was incorporated in the final strategic direction selected	
22. The opinions of existing visitor groups were incorporated in the final strategic direction selected	
23. Secondary stakeholder (other local industry OR <i>tangata whenua</i> OR community organisations OR local residents) opinion was incorporated in the final strategic direction selected	
TOTAL SCORE SECTION B	
SECTION C : SCOPE OF PARTICIPATION	
24. The time dimension of the planning process reflects a long-term orientation	

25. The planning document identifies the major economic activities in the local area	
26. The planning document establishes the relative importance of tourism, compared with other industries, to the economic development of the local area	
27. The planning document acknowledges a need to integrate local tourism strategies with national policies for tourism development	
TOTAL SCORE SECTION C	
SECTION D : VISION AND VALUES	
28. The planning document identifies locally important community values	
29. The planning document identifies locally important lifestyle features	
30. The planning document identifies current issues which are critical to residents	
31. The planning document assesses the overall quality of life in the area	
32. The planning document assesses community attitudes to tourism	
33. The planning document includes a vision for the future which aligns with local community values, attitudes and lifestyles	
34. The stated vision is broadly based and extends beyond a predicted or targeted future for the local tourism industry	
TOTAL SCORE SECTION D	
SECTION E : SITUATION ANALYSIS	
35. The planning document describes the area's principal geographic features	
36. The planning document describes the main characteristics of the local climate	
37. The planning document identifies flora and fauna which are unique to the area	

38. The planning document assesses the resilience and/or fragility of the local physical environment	
39. The planning document describes historical trends in previous economic development in the area	
40. The planning document identifies current population levels and demographics	
41. The planning document identifies current land use and ownership patterns in the area	
42. The planning document identifies institutional participants in the system of local government for the area	
43. The planning document quantifies the economic benefit of tourism to the area.	
44. The planning document quantifies the employment generation ability of local tourism activity	
45. The planning document evaluates the extent to which the area is economically dependent on the tourism industry	
46. The planning document describes the principal tourism sites in the area	
47. The planning document evaluates the current capacity of tourism industry plant and infrastructure	
48. The planning document evaluates the adequacy of business skills possessed by local tourism industry operators	
49. The planning document includes quantitative analysis of current visitor numbers, length of stay, and spending	
50. The planning document identifies currently important market segments and assesses the main motivations to visit	
51. The planning document identifies future market segments which are attractive to (and may potentially be attracted by) the local tourism industry of the future	
TOTAL SCORE SECTION E	

SECTION F : GOALS AND OBJECTIVES	
52. The planning document includes broadly based goals which emphasise the local benefits of tourism development	
53. The planning document includes broadly based goals related to the nature and scale of future tourism development	
54. The planning document includes broadly based goals related to the economic benefits of future tourism development	
55. The planning document includes broadly based goals related to environmental protection	
56. The planning document includes broadly based goals related to improvements in available community infrastructure	
57. The planning document includes broadly based goals related to the maintenance of desirable lifestyle features	
58. The planning document includes broadly based goals which support a previously articulated vision	
59. The planning document identifies a range of alternative strategies by which broadly based goals may be achieved	
60. The planning document evaluates each strategy option prior to determining a range of specific objectives	
61. The specific objectives selected are realistically achievable in the context of the current situation analysis	
62. The specific objectives selected are based on supply capability as opposed to market demand	
63. Specific objectives include quantitative targets for future tourism activity	
64. Specific objectives target the equitable distribution of tourism's economic benefits throughout the local area	

65. Specific objectives are framed in such a manner that their achievement can readily be measured	
66. Specific objectives are framed in a manner that includes a timeline for their achievement	
67. Specific objectives support previously established broad goals	
TOTAL SCORE SECTION F	
SECTION G : IMPLEMENTATION AND REVIEW	
68. Specific objectives are expressed in terms of an inventory of key tasks	
69. Key tasks are prioritised in terms of implementation urgency	
70. The planning document clearly assigns responsibility for key task implementation	
71. The planning document contains a clearly articulated review and evaluation mechanism	
72. The planning document contains a contingency section to guide responses to implementation difficulties	
73. The planning document identifies necessary infrastructural improvements in support of planning goals and objectives	
74. The planning document estimates the resource costs of the recommended development strategy	
75. The planning document indicates specific methods by which the identified resource costs are to be allocated to development participants	
TOTAL SCORE SECTION G	
OVERALL TOTAL SCORE	

Instructions to Assessors :

1. Please do not discuss any aspect of your planning process assessment activities with any other reviewer.
2. The assessment instrument has been designed for use by unsupervised and naive assessors - therefore, except for unforeseen circumstances of an extreme nature, please do not seek further clarification from the researcher once your assessment activities have commenced.
3. For each strategy document, award a score for each of the 75 component criteria. Wherever possible, a score should be selected from the primary options section, with secondary options only being used 'when all else fails'.
4. Please maintain a diary of what you believe to be your important experiences as an assessor (what worked and what didn't), and submit a written list of these experiences to the researcher once all strategies have been assessed.

Primary Options :

For each of the evaluative criteria listed on the assessment instrument, award a score between 0 and 3, consistent with the following descriptors :

- 0 - the subject criterion being evaluated has been completely **ignored and/or omitted** from the planning process under review
- 1 - the subject criterion being evaluated has been referred to in at least one part of the subject planning process. The nature and extent of the reference indicates that the criterion has been regarded as **incidental and/or peripheral** to the main thrust of the planning approach selected.
- 2 - the subject criterion being evaluated has been referred to in at least one part of the subject planning process. The nature and extent of the reference indicates that the criterion has been regarded as a **necessary and/or valuable** component of the planning approach selected.
- 3 - the subject criterion being evaluated has been referred to in at least one part of the subject planning process. The nature and extent of the reference indicates that the criterion has been regarded as an **essential and/or vital** component of the planning approach selected.

Secondary Options :

In an instance where reviewers experience difficulty in deciding on a primary options rating, it is permissible to award one of the following secondary options

1. A score followed by a question mark (?) in cases where there is **significant** doubt in the reviewer's mind as to the most appropriate score allocation.
2. The award of a 'ND' (No Data) score in cases where a zero score is indicated, but where the reviewer believes that the criterion **may** have been present in the planning process although absent from the planning document.

(SECOND DRAFT) PLANNING PROCESS EVALUATION	
PLAN :	
SECTION A : STAKEHOLDER PARTICIPATION	
1. The time dimension of the planning process reflects a long-term orientation	
2. Government (national OR regional OR local) opinion influenced the final decisions made	
3. Regional/District Tourism Organisation OR local tourism industry opinion influenced the final decisions made	
4. Existing visitor group opinion influenced the final decisions made	
5. Secondary stakeholder (other local organisations OR <i>tangata whenua</i> OR local residents) opinion influenced the final decisions made	
TOTAL SCORE SECTION A	
SECTION B : VISION AND VALUES	
6. The planning document identifies locally important community values	
7. The planning document identifies locally important lifestyle features	
8. The planning document assesses the overall quality of life in the area	
9. The planning document includes a vision for the future which aligns with local community values and lifestyles	
TOTAL SCORE SECTION B	
SECTION C : SITUATION ANALYSIS	
10. The planning document includes a measure of current visitor numbers, length of stay and spending	

11. The planning document describes the principal tourism sites in the area	
12. The planning document evaluates the current capacity of tourism industry plant and infrastructure	
13. The planning document evaluates the adequacy of business skills possessed by local tourism industry operators	
14. The planning document establishes the relative importance of tourism, compared with other industries, to the economic development of the local area	
15. The planning document quantifies the economic benefit of tourism to the area.	
16. The planning document quantifies the employment creation potential of local tourism	
17. The planning document describes the area's principal geographic features	
18. The planning document describes the main characteristics of the local climate	
19. The planning document identifies flora and fauna which are unique to the area	
20. The planning document assesses the resilience of the local physical environment	
21. The planning document identifies current population levels and demographics	
22. The planning document identifies current land use and ownership patterns in the area	
23. The planning document assesses community attitudes to tourism	
TOTAL SCORE SECTION C	
SECTION D : GOALS AND OBJECTIVES	
24. The planning document includes broadly based goals related to the nature and scale of future tourism development	
25. The planning document includes broadly based goals related to the economic benefits of future tourism development	

26. The planning document includes broadly based goals related to environmental protection	
27. The planning document includes broadly based goals related to community values and lifestyle protection	
28. The planning document identifies a range of alternative strategies by which broadly based goals may be achieved	
29. The specific objectives selected are realistically achievable in the context of the current situation analysis	
30. The planning document includes broadly based goals which emphasise the local benefits of tourism development	
TOTAL SCORE SECTION D	
SECTION E : IMPLEMENTATION AND REVIEW	
31. The planning document identifies current issues which are critical to residents	
32. The planning document acknowledges a need to integrate local tourism strategies with national policies for tourism development	
33. The planning document clearly assigns responsibility for key task implementation	
34. The planning document contains a clearly articulated review and evaluation mechanism	
35. The planning document estimates the resource costs of the recommended development strategy	
36. The planning document indicates specific methods by which the identified resource costs are to be allocated to development participants	
TOTAL SCORE SECTION E	
OVERALL TOTAL SCORE	

36 QUESTION EVALUATIONS				
Plan	Rater	1	2	3
A	Blue	3	3	3
	White	2	1	2
	Gold	3	3	3
B	Blue	3	3	3
	White	3	2	2
	Gold	3	3	3
C	Blue	3	3	3
	White	2	1	2
	Gold	2	3	3
D	Blue	3	3	3
	White	2	1	2
	Gold	3	3	3
E	Blue	3	3	3
	White	2	2	2
	Gold	3	3	3
F	Blue	3	3	3
	White	2	2	2
	Gold	3	3	3
G	Blue	0	3	3
	White	2	2	2
	Gold	3	3	3
H	Blue	1	3	3
	White	2	2	2
	Gold	3	2	3
I	Blue	3	3	3
	White	2	1	2
	Gold	3	2	3
J	Blue	3	3	3
	White	2	0	2
	Gold	3	3	3

[illegible]

36 QUESTION EVALUATIONS																	Sec C										Sec D	
Plan	Rater	10	11	12	13	14	15	16	17	18	19	20	21	22	23	Raw	P	24	25	26	27	28	29	30	Raw	P		
A	Blue	3	3	3	3	3	3	2	3	3	2	3	3	2	3	36	0.86	3	3	3	0	3	3	3	3	18	0.86	
	White	2	3	3	2	2	2	2	3	3	2	2	2	2	2	30	0.71	2	2	2	2	2	2	2	2	14	0.67	
	Gold	3	3	3	0	3	3	3	3	3	2	1	2	2	3	31	0.74	3	3	3	2	3	2	3	19	0.90		
B	Blue	3	3	3	0	3	3	3	3	1	3	3	3	1	3	32	0.76	2	2	2	1	3	3	2	15	0.71		
	White	2	2	2	1	3	1	2	3	2	2	2	2	2	3	26	0.62	2	2	2	3	2	2	2	15	0.71		
	Gold	3	1	3	0	0	3	3	2	0	3	2	3	2	3	25	0.60	3	3	3	3	2	2	3	19	0.90		
C	Blue	2	3	3	3	2	3	2	3	0	3	3	0	1	1	28	0.67	3	3	3	1	3	3	3	19	0.90		
	White	2	2	2	2	3	2	1	2	2	2	1	1	1	2	23	0.55	2	2	2	2	2	2	2	14	0.67		
	Gold	3	1	1	3	0	0	0	1	0	1	1	0	1	3	12	0.29	2	2	3	1	3	1	3	15	0.71		
D	Blue	3	3	3	0	2	3	3	3	3	3	3	0	3	3	32	0.76	0	0	0	0	0	0	0	0	0	0.00	
	White	2	2	2	2	2	2	2	2	2	2	2	1	2	2	25	0.60	2	2	2	2	2	2	2	14	0.67		
	Gold	0	3	3	0	0	3	3	3	1	1	0	0	3	1	20	0.48	1	3	3	1	0	2	3	13	0.62		
E	Blue	3	0	3	2	3	0	2	0	0	0	3	3	0	0	19	0.45	3	3	2	0	3	3	3	17	0.81		
	White	2	2	1	1	2	1	1	2	2	2	2	2	2	2	22	0.52	2	2	2	2	2	2	2	14	0.67		
	Gold	3	0	0	2	1	3	0	1	1	0	0	3	0	0	14	0.33	3	3	2	2	0	2	3	15	0.71		
F	Blue	1	1	3	0	2	0	0	3	1	0	3	0	0	1	14	0.33	3	3	3	0	3	3	3	18	0.86		
	White	2	2	2	1	2	1	1	2	2	2	2	2	2	0	23	0.55	2	2	2	1	2	2	2	13	0.62		
	Gold	0	3	3	0	0	0	0	3	1	1	1	0	0	0	12	0.29	2	0	3	0	1	3	3	12	0.57		
G	Blue	3	3	3	0	0	0	0	3	0	0	3	0	0	0	15	0.36	3	3	3	0	3	3	3	18	0.86		
	White	1	2	2	0	2	0	1	2	2	2	2	2	2	2	20	0.48	2	2	2	1	2	2	2	13	0.62		
	Gold	1	1	1	0	0	0	0	3	0	0	1	0	0	1	7	0.17	2	2	3	1	3	3	3	17	0.81		
H	Blue	3	3	2	1	3	3	3	2	2	0	0	0	0	0	22	0.52	3	3	0	0	3	3	3	15	0.71		
	White	2	2	2	1	2	2	2	2	1	1	0	1	0	1	18	0.43	2	1	0	1	1	1	1	7	0.33		
	Gold	2	1	0	1	3	3	3	0	1	1	0	0	0	0	15	0.36	2	3	0	0	3	3	2	13	0.62		
I	Blue	1	3	3	0	3	0	0	3	0	3	3	0	3	0	22	0.52	3	3	0	0	2	3	3	14	0.67		
	White	2	2	2	2	3	2	2	2	2	2	2	2	2	2	27	0.64	2	2	2	2	2	2	2	14	0.67		
	Gold	1	3	0	0	1	2	3	3	0	1	0	0	1	0	15	0.36	3	3	0	0	1	3	1	11	0.52		
J	Blue	3	3	3	0	2	3	3	3	0	0	1	0	0	0	21	0.50	3	3	3	3	3	3	3	21	1.00		
	White	1	1	0	0	1	1	1	1	0	0	0	0	0	0	6	0.14	1	1	1	0	1	1	2	7	0.33		
	Gold	3	2	0	0	1	3	3	2	1	0	1	0	0	1	16	0.38	2	3	3	2	1	2	3	16	0.76		

36 QUESTION EVALUATIONS																Sec C										Sec D	
Plan	Rater	10	11	12	13	14	15	16	17	18	19	20	21	22	23	Raw	P	24	25	26	27	28	29	30	Raw	P	
K	Blue	3	0	2	1	1	3	2	0	0	0	3	0	0	3	15	0.36	1	1	1	1	3	0	1	8	0.38	
	White	2	2	2	1	1	1	1	2	2	2	1	1	1	2	19	0.45	2	2	2	2	2	2	2	14	0.67	
	Gold	3	0	2	2	1	0	1	0	0	1	1	1	0	3	12	0.29	0	0	3	0	0	2	2	7	0.33	
L	Blue	3	2	0	0	0	0	0	3	0	0	0	3	1	0	12	0.29	3	0	0	0	0	3	0	6	0.29	
	White	3	3	3	2	3	2	2	3	3	3	2	2	2	2	33	0.79	2	2	2	2	2	2	2	14	0.67	
	Gold	2	2	0	0	0	0	0	0	0	0	0	2	1	1	7	0.17	0	0	0	0	2	3	1	6	0.29	
M	Blue	3	3	1	0	1	0	0	3	3	3	1	0	0	1	18	0.43	3	3	1	1	3	3	3	17	0.81	
	White	1	2	1	1	2	1	1	2	2	1	1	0	0	2	15	0.36	1	1	1	0	1	1	1	6	0.29	
	Gold	0	1	3	0	1	2	2	2	2	2	0	0	0	3	15	0.36	0	0	0	0	3	2	0	5	0.24	
N	Blue	2	3	3	0	3	3	3	3	0	0	0	0	0	0	20	0.48	3	3	0	0	2	3	3	14	0.67	
	White	2	2	1	1	2	0	1	2	1	1	0	1	1	1	15	0.36	2	1	0	0	1	1	2	7	0.33	
	Gold	2	3	3	0	2	3	3	0	0	0	0	0	0	0	16	0.38	3	3	0	0	0	3	2	11	0.52	
O	Blue	2	3	3	3	3	3	3	3	0	0	0	3	1	0	27	0.64	3	3	0	0	3	3	3	15	0.71	
	White	1	1	0	1	0	1	1	1	1	0	0	1	1	0	9	0.21	1	0	0	0	1	0	1	3	0.14	
	Gold	2	3	0	2	2	2	1	3	3	0	1	3	2	1	24	0.57	0	0	0	0	0	1	3	4	0.19	
P	Blue	3	1	1	0	0	3	3	2	3	0	0	0	0	1	16	0.38	3	3	0	2	3	3	3	17	0.81	
	White	1	1	0	0	0	0	0	2	2	1	1	1	0	2	9	0.21	2	1	0	1	0	0	1	5	0.24	
	Gold	1	2	0	0	0	1	1	0	0	0	0	0	0	1	5	0.12	3	0	3	0	0	0	2	8	0.38	
Q	Blue	3	3	3	0	1	0	3	3	0	0	0	3	0	0	19	0.45	0	0	0	0	2	1	0	3	0.14	
	White	1	2	2	1	2	2	1	3	2	2	0	1	0	1	19	0.45	0	1	1	1	2	1	0	6	0.29	
	Gold	0	1	0	0	0	1	1	0	0	0	0	0	0	0	3	0.07	0	0	0	0	2	1	0	3	0.14	
R	Blue	3	1	2	0	1	3	0	1	0	0	0	1	0	1	12	0.29	3	3	0	1	3	3	3	16	0.76	
	White	1	1	0	0	1	0	0	2	1	0	0	0	0	0	6	0.14	0	0	0	0	1	0	0	1	0.05	
	Gold	1	2	0	0	0	0	1	2	0	0	0	1	0	0	7	0.17	1	1	0	0	3	2	3	10	0.48	
S	Blue	0	2	3	0	0	0	0	2	1	0	0	0	0	0	8	0.19	3	0	1	2	3	3	3	15	0.71	
	White	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0.00	0	0	0	0	0	0	0	0	0.00	
	Gold	0	1	0	0	0	0	0	1	1	2	1	0	0	2	6	0.14	0	0	2	1	3	3	0	9	0.43	

[illegible]

[illegible]

10.7 Appendix G : Summarised Local Tourism Strategies

- Tourism Coromandel	A49
- Tourism Bay of Plenty	A60
- Mackenzie Tourism and Development Board	A69
- Tourism Auckland (Pilot Survey)	A79

Note : These three strategies were originally prepared in 9 point font, and with narrower than usual margins, to create an eight page booklet for distribution to the public. For presentation in this appendix, the font size and margins have been increased to enhance readability in a bound volume format. As such, each strategy occupies more than eight pages of text.

'TOWARDS 2020'
A STRATEGIC PLAN FOR TOURISM IN THE
COROMANDEL OVER THE NEXT GENERATION

TOURISM COROMANDEL INC.
SEPTEMBER, 1999

PART A : ABOUT THIS TOURISM PLAN

This plan was prepared by Tourism Coromandel in September, 1999 and aims to lay the foundations for tourism in this region through to the year 2020. This first section provides some brief details about how the plan was prepared.

Plan Author

Tourism Coromandel (TC) was founded in 1992, as a joint venture between the Thames-Coromandel and Hauraki District Councils and the local visitor industry. Its Board includes three elected business people, and one representative for each of the Mayors, for the region's nine Visitor Information Centres, for local *Tangata Whenua*, and for the Department of Conservation. TC is the largest business association in the region, with a membership of around 220 tourism operators.

Participation and Involvement

This tourism plan originated with a report prepared by the Pacific Asia Travel Association in 1991. Over the next three years, extensive industry consultation and more than 20 public meetings were held, with five formal focus groups of residents and visitors taking place in 1993. The planning process ended with a seminar for key organisations to discuss important regional tourism issues, with these discussions and subsequent plan production being carried out by an external consultancy firm. The final version of the plan was released in 1994, and included a promise of regular full reviews - the first of these was carried out by the TC Board and Chief Executive between mid-1998 and September 1999, and the material in this booklet is a summarised version of the tourism plan's revised second edition.

PART B : PLAN FOUNDATIONS

It is critically important that this regional tourism plan is successful in meeting the needs of all local residents. Therefore, this section highlights the main issues which make the Coromandel a special place for people to live, and uses these issues to influence a foundation vision for what future tourism in the region should look like.

Important Local Values

There are four key values which together define the special nature of the Coromandel, and these values must be protected and enhanced as the tourism industry expands.

- * a relaxed, rustic, and distinctive lifestyle and culture, with strong connections to the natural areas of the Coromandel
- * a spectacular coast and rugged interior, where development is absent, or is modest in size and environmental impact
- * a largely unspoiled environment, where we lead by example in the responsible management of natural areas
- * a community which protects what is important, whilst allowing people to pursue businesses and lifestyles of their choice

Important Lifestyle Features

A key element of this plan is the recognition of what we have called the "Eight Special Coromandel Experiences". These are the primary reasons why people come here to visit and to live, they are the features which make the Coromandel unique.

- * the sense of exploration and discovery which is so attractive to adventurous independent travellers
- * the relaxed and gentle pace of life, offering a revitalised spirit through contact with a diverse and distinctive community
- * the small scale and well-dispersed community visitor industry, offering an intimacy with the natural world
- * the dramatic landscapes, volcanic hills, and dense forests of ancient kauri trees
- * the unspoilt and uncrowded recreational beaches and the clean, spectacular, and relatively undeveloped coastline
- * the variety of marine and maritime activities for all experience levels
- * the easily accessible contrast between a vibrant Maori heritage and a unique European pioneer history
- * the small scale snapshot of the rural/pastoral activities which reflect the values of 'middle New Zealand'

Vision for the Future

This Plan supports the idea of sustainable tourism, with its central goal of meeting the needs of both visitors and local residents whilst protecting and enhancing regional values for future generations. Thus the brief statement developed to define a clear and unified vision of what the region expects from tourism over the medium to longer term.

“The visitor industry in the Coromandel will be developed as a source of economic growth and community enhancement, with minimal impacts on the special values of the Coromandel’s natural environment and lifestyle”.

It will be our children, and in turn their children, who will ultimately judge the wisdom of the choices we make today. The visitor industry is not solely responsible for deciding what the Coromandel will look like to future generations, but its high profile requires it to manage future tourism development which is long-term sustainable. This plan is intended to guide the regional tourism industry, supported and assisted by resident communities, towards meeting that challenge with confidence.

PART C : THE LOCAL TOURISM INDUSTRY

Nationally, tourism is growing rapidly, and conservative estimates suggest that New Zealand will host 1.8 million foreign visitors by 2004, along with a slow but steady increase in New Zealanders travelling away from home. The Coromandel has one of the country’s longest established domestic tourism industries and, although international visitation is growing rapidly, the domestic market still comprises around 80% of total numbers. Despite slower than expected growth over the past four years, there is little doubt that visitor numbers will continue to increase. However, the idea of tourism as a recognised major industry is a relatively modern one, and we face the next generation poorly equipped to make the complicated decisions that an almost inevitable growth in tourism will require of us. It is how we manage that growth that is the key to success.

Seasonal Visitation

The single most significant factor affecting the management of local tourism is the seasonal imbalance of visitation, with a hugely disproportionate number of visitors arriving during a congested summer period. Due to well entrenched work habits and school holiday patterns, most of the region’s domestic visitor increase is predicted to occur in existing peak periods. A rapidly growing international tourism - though it will never represent more than 30% of total visitation in the foreseeable future - is slightly more evenly distributed but still displays a marked seasonal trend.

As long as the Coromandel is seen as a summer-only destination, the region’s infrastructure will become increasingly stretched at peak times. Already, on an ‘average’ day, there are around 7,500 visitors in the region (around 18% of the permanent population); at popular periods during Christmas and New Year, that figure can swell to around 30,000; and will peak at two to three times that figure on exceptional days like New Year’s Eve. There is thus a huge danger in blindly following a standard marketing and promotions approach to local tourism, for growing the industry at the whim of major visitor groups will eventually threaten the very attributes which encouraged them to visit in the first place.

Transport

The second major issue is the overwhelming use of private motor vehicles by visitors to the region - perhaps because of the sense of exploration which can result from independent travel, less than 5% arrive by any other means. The high levels of demand on the quality of existing roads is an issue of great concern, and continuing increases in the permanent population will combine with greater forestry use to place additional pressure on an already stretched system. Highway congestion and parking in regional towns will be the principal areas in which problems will become evident.

Whilst we accept that continuing road maintenance and some road improvement is necessary, it is essential that the unique character of Coromandel’s roading be respected. Thus, though we must pressure central government to complete sealing tasks as soon as possible, issues like the single lane bottleneck at the Kopu bridge, and passing lanes on areas like the Whitiroa Hill, are urgent tasks which require major capital investment. It is also necessary to work towards improved public transportation in an effort to lessen dependence on the private car, an approach which becomes increasingly important as competition

from other road users (e.g. logging trucks) continues to increase. In particular, the establishment of a regular and reliable direct ferry service from Auckland is an important priority.

Accommodation and Attractions

Attention also needs to be paid to the more visible forms of tourism infrastructure such as accommodation and attraction facilities - for example, the lack of good ferry facilities in Coromandel Harbour, and the absence of motor lodge accommodation in Mercury Bay and Thames, increasingly hinders the marketing of the region to key visitor groups. Significant investment in the development of tourist facilities is needed if the expected level of growth is to be accommodated, and local authorities face a major challenge in managing those developments to satisfy both visitor demand and the social and environmental requirements of regional communities. Particular areas of concern are :

- * considering new investment proposals within an outdated framework of district council planning regulations
- * ensuring community understanding of tourism's impacts on environment, community, destination image, and the visitor
- * avoiding tourism developments which conflict with the region's special values
- * restricting new accommodation units to a maximum of two storeys and 50 rooms
- * developing facilities which are open year round
- * evaluating new development proposals on environmental and social, as well as economic, criteria
- * avoiding strip development by concentrating future tourism development in existing communities
- * clarifying regulations to specifically indicate the acceptable style and type of future developments
- * strengthening current regulations aimed at protecting coastal areas against development pressures

Tourism Marketing

If the local visitor industry is to fully capitalise on an atmosphere of growing visitor numbers and growing residential population, it is necessary to secure growth at the right time of year, for the right length of stay, and for the purposes which best suit the region. Many competitor regions have used effective and well funded marketing programmes to attract high spending visitors, and our own performance in this area has traditionally been diluted by large numbers of budget conscious visitors, and by the fact that many key attractions are free to access (e.g. Hot Water Beach, Karangahake Gorge). This emphasises the importance of building length of stay and accessing all parts of the visitor dollar - food, gifts & souvenirs, crafts and collectable art works. It is therefore vital to direct promotional activity towards those visitors who will be attracted by the Coromandel's special experiences and who will respect its natural and man-made assets. Thus, it is seen as being more appropriate to direct promotional material towards the following groups :

- * families seeking quiet holidays on the beach or in the bush
- * active over-50s with general interests and with time for leisurely exploration
- * young couples (the honeymoon market)
- * special interest groups, including educational and sporting groups
- * special event groups patronising specially created off-season events
- * short stay regular route coach tours for 40-50 passengers. Note : this segment should be encouraged for the Hauraki region only, and is not seen as appropriate for the Peninsula

In order to maximise the overall benefits of tourism to the region, Coromandel marketing strategies will focus on :

- * emphasising long term outcomes over short term growth
- * building the shoulder season and winter markets
- * concentrating on visitors who spend the right amount in the right place
- * building on the region's existing attractions, events and key themes
- * recognising the current restrictions imposed by limited tourism infrastructure
- * building quality in visitor facilities and services

PART D : TOURISM'S ECONOMIC IMPACTS

Tourism is growing rapidly, and it is likely that the natural attractiveness of the Coromandel is able to attract almost unlimited numbers of visitors - the prospect of greatly enhanced economic benefits to the region is therefore a very real one. However, if tourism volume growth is not matched by the provision of

the high quality experiences they seek, the promised economic bonanza will prove to be an illusion. Thus, this plan cannot be seen as a stand-alone blueprint for the regional tourism industry - rather, it is but one element in an overall strategy for the economic, environmental, and social well-being of the area. As such, the plan has been consciously aligned with a series of related planning documents which together indicate the future for this region :

- * the current District Schemes for the two Councils
- * the CPRP Marketing Plan (1988)
- * the PATA Task Force report on tourism in the region (1991)
- * the Department of Conservation Draft Management Plan (1993)
- * the Waikato Regional Council (Environment Waikato) Draft Environmental Strategy (1992-1993)

Visitor Spending and Job Creation

Accurate economic activity and employment figures for regional tourism are notoriously difficult to gauge. However, it has been suggested that a grand total of around \$ 150-\$200 million in economic benefits currently results from visitor activity, with around 4,000 jobs being directly or indirectly created - about \$ 30 million in income and 1000 jobs are thought to result from international visitation alone. The retail sector is thought to have benefited by \$ 32 million during the 1998/1999 summer season, and this amount was the catalyst for a further \$ 52 million in second and third generation spending.

Reliable calculations for the value of the tourism sector obviously depend upon the existence of accurate and consistent visitor research, such as the regional visitor monitor, and it is essential this device be continued. In addition, it is necessary for the region to have access to more accurate figures on employment and economic activity - the current climate does not permit sufficient levels of resourcing to carry out the necessary research and information gathering, and in particular it is not possible to be confident about our visitors' motivations and attitudes, nor the economic benefits of their visits.

Tourism and Other Local Initiatives

Though tourism has been earmarked as an activity with huge economic potential, its traditional volatility must also be noted. The international market is particularly subject to external factors (such as war or terrorism) which are outside of the region's control, and this unpredictability emphasises the need for the region to build a number of complementary industries as stable sources of economic growth. Though tourism is a critical element in the Coromandel's future development, over dependence on this (or any single industry) is an inappropriate approach to ensuring the continued economic health of the region.

Tourism should never be elevated to a sole source of income status. On the contrary, many related industries stand to benefit from the work of TC and the expected growth in visitor numbers - benefits may occur as a result of heightened economic activity in general, or through direct participation in tourism by the fishing, farming and forestry industries. Links with these industries are important in resolving potential conflicts, and briefing key people in these industries with tourism's strategic intention will be a useful step towards improved communication between the major contributors to regional development.

PART E : TOURISM'S ENVIRONMENTAL IMPACTS

The Coromandel's natural environment is responsible for most of its important visitor attractions, and more than 40% of the total land area is managed by the Department of Conservation. The DoC areas are heavily utilised by visitors and severely affected by the legacy of historical activity such as mining - in addition, their continued existence is seriously threatened by the modern day menace of introduced flora and fauna, the possum in particular. A combination of high priority demands in areas like the remaining Hauraki wetlands, combined with significant reductions in Departmental funding, has meant that DoC is seriously overstretched and unable to offer the expanded services desired by visitors. As a result, both the Maori and the pioneer heritage of the region is (generally) poorly interpreted, poorly managed and barely marketed.

Not only is DoC severely under-funded in general, its Coromandel presence is even more disadvantaged in comparison with other regions. The absence of either a formally constituted national park or a nationally significant environmental icon has meant that investment in new visitor services has been minuscule in relation to the volume of visitors the area receives. The political realities which have created this situation suggest that the regional tourism industry and the visitors themselves must therefore

shoulder a greater proportion of the burden for environmental conservation. In this respect, principal issues are :

- * the critical nature of introduced floral and faunal impacts on the natural environment
- * the growing importance of human impacts on the natural environment
- * the likelihood of continued financial constraints on currently inadequate DoC visitor services
- * the dangers of inappropriate visitor and residential developments on privately owned coastal sites
- * the necessity of achieving an appropriate balance between recreational access and environmental protection

The natural areas of the Coromandel have a history of being spoiled by indiscriminate and insensitive exploitation. A major challenge for tourism is to ensure that the economic benefits of increased visitation are weighed against the resulting pressures on the eight special Coromandel experiences. The management of sustainable tourism within a natural area is inseparable from the needs of the environment which sustains that industry - in exchange for the opportunity to earn valuable external dollars from the natural advantages of the region, the tourism industry has a responsibility to show leadership to other industries and to the community in preserving these advantages for the future.

PART F : TOURISM'S SOCIAL IMPACTS

Tourism, more than any other industry, needs community support to prosper - not only does the community invest time, money and people to support the industry with the infrastructure it needs, the visitors' experience is shaped very significantly by their contacts with local people.

Community Attitudes

From a tourism industry perspective, it is possible to conclude that parochialism and self-interest remain strong in the Coromandel - the community is protective of its special lifestyle and can be expected to resist significant change, especially where conflicts between natural and built environments are perceived to exist or threaten. This is understandable, as the factors which make the Coromandel unique are those most under threat from uncontrolled or mismanaged development. Thus, many visitor industry decisions will necessarily involve balancing competing interests and objectives, and will be strongly influenced by the following expectations and fears of the local community.

- * sound economic growth and the creation of long term quality employment
- * increased range and quality of year-round leisure activities and retail shopping
- * improved environmental protection and regeneration through better visitor management
- * improved community life through contact with a wide and interesting range of visitors
- * an increased cost of living
- * damage to the environment, notably littering and track damage
- * traffic and parking congestion in communities and on regional roads
- * ratepayers incurring a financial load from tourism greater than the associated benefits they receive
- * a loss of peace and of community spirit, a feeling of being a stranger in one's own town

Community Issues

The region's tourist industry must work in partnership with local authorities and other agencies to demonstrate a responsible approach to growth and a commitment to build and maintain community support for its efforts. Some topical issues are :

- * the nature and extent of expected growth in the permanently resident population
- * the impact and behaviours of the absentee owners segment
- * seasonal peaks and troughs in visitor density figures
- * protection of the special experiences of the Coromandel
- * future directions for transport infrastructure
- * future developments for tourism infrastructure
- * nature and extent of tourism marketing
- * poor communication and co-operation between tourism and other local industries
- * a strong element of self-interest and lack of co-operation from tour operators
- * low level of Maori involvement in tourism, either directly or in joint venture partnerships
- * possibly reducing levels of community support for tourism
- * possibly cosmetic and superficial visitor industry commitment to the environment

- * questionable job-creation potential of the local tourism industry

As long as a substantial proportion of funding for local tourism is provided by resident ratepayers, the local community are entitled to be recognised as important beneficiaries of growth in tourism. Similarly, the tourism industry must recognise an obligation to ensure that the perceived benefits of tourism to the local community significantly outweigh its costs. The involvement, interest and support of local communities is essential to form the base of a sustainable tourism industry in the region; the industry must recognise, measure and foster this by any means at its disposal.

PART G: LOCAL TOURISM TARGETS

Previous sections of this plan have identified a number of issues which materially affect the chosen strategic direction for tourism development in the Coromandel. These issues are used in this section of the plan to highlight TC's broad ambitions for the visitor industry of the future, and to state specific objectives which are sought for each category of ambition.

General Tourism Industry Ambitions

Unless the Coromandel's visitor appeal can be spread across a broader time period, peak season pressures will soon place impossible demands on regional infrastructure and services. While visitors and their dollars will continue to arrive, the peak time cost of providing for their needs may rise to a point where further increases in volume will cease to earn additional net benefits - beyond that point, the effects of new tourism development could be seriously negative for the region as a whole. Therefore, the need to translate the Coromandel's special features into year round attractions - spreading the infrastructure load more evenly without loss of amenity or economic benefit - is the greatest challenge for the region's visitor industry. Specific ambitions are to :

- * research and promote the advantages of extending the traditional visitor season
- * create industry partnerships to market off season attractions and activities based on touring the wider Hauraki/Coromandel region instead of fixed-base visiting
- * target additional shoulder and off season travel to meet desired visitor volume levels
- * target those domestic and international markets with the highest propensity for off-season travel
- * develop a programme of events which build on the eight special Coromandel experiences and are timed to occur at the beginning or end of the traditional season
- * develop better off-season options in the area of food and wine, arts and crafts, gardens and hot pools

Transport Ambitions

Visitors to the region are dependent on private and rented vehicles, and the demand for efficient transportation infrastructure presents an enormous challenge for roading authorities and their funding sources. In addition, there is a need to resolve an apparent conflict in the relationship between roading needs and visitor attractions - whilst conventional tourism planning would locate most visitor attractions close to high traffic flow highways, the Coromandel's most attractive visitor features are well off the beaten track, and require dedicated access ways which are not heavily used by residents. It is this contradiction which has helped to frame this plan's road transport objectives :

- * work towards transport and roading appropriate to the foreseeable needs of residents and visitors
- * review the suitability of existing transport services for the changing nature and volume of visitors to the region
- * advocate for integrated transport planning, taking account of the needs of residents and other industries, and facilitating shared resources wherever possible
- * develop an approach to signage which directs visitors to attractions and activities by the most appropriate route (not necessarily the shortest) from the point of view of traffic management and environmental sensitivity
- * encourage companies like InterCity and Murphy's to develop and market a consistent high quality small coach service
- * monitor state highway improvements to ensure that future work is in keeping with the special character of the region

Accommodation and Attractions Ambitions

Naturally occurring tourism and permanent resident growth highlights the need to guard against attracting more visitors and residents than the region can handle. There is a real pressure to balance infrastructure

investment with an appropriate nature, size and scale of development, especially in the most popular and therefore most environmentally vulnerable coastal areas. Achieving the following ambitions will demand co-operation and a partnership approach between private and public sector investors to balance immediate needs with longer-term sustainability of the economy and the natural environment.

- * encourage and advise local authorities on taking a leadership role in directing future development of amenities and services for visitors, particularly those which may serve as benchmarks for the industry
- * lobby for clear development guidelines for appropriate styles of development for the tourism industry
- * review the suitability of existing attractions and services for the changing nature and volume of visitors to the region
- * identify gaps in infrastructure and services which, if filled, would enable more effective management and marketing of the region's appeal to visitors consistent with the other objectives of this plan
- * ensure the orderly and planned creation of publicly and privately funded tourism infrastructure, facilities and services to meet the expectations of progressively more sophisticated visitors
- * actively encourage the continuous quality improvement of existing facilities
- * develop a comprehensive tourism infrastructure plan for the region

Tourism Marketing Ambitions

Conservative ambitions have been determined for both five years and 25 years out, and take into account the Coromandel's accessibility, its limited infrastructure, and its consequently constrained ability to absorb new visitors. The targets also reflect a desire to balance optimum visitor numbers with protection of the natural and man-made environments.

- * carefully manage regional marketing to attract investment dollars and visitor spending to benefit the local economy
- * further develop the Pacific Coast Highway touring route concept to enable visitors to sample the Coromandel's experiences at leisure, without placing undue demands on infrastructure at any one time or in any one place
- * establish quality management guidelines for the region's tourism industry
- * encourage tourism operators, particularly in farm and home stays, arts and crafts, events, information centres and adventure/nature tourism, to adopt quality enhancement programmes such as Qualmark
- * establish an integrated, securely funded, community controlled and better managed visitor information centre network
- * strive for enhanced quantity and quality of available research information
- * develop a 'Gold Heritage Park' concept around key heritage facilities in Thames, Waihi, Waikino, and Karangahake
- * enter partnerships with *tangata whenua* to develop the interpretation of Maori sites and history, especially coastal pa
- * revitalise the region's historic towns through encouragement of street front restoration by retailers
- * help professionalise the region's museums through co-operative advertising which differentiates each museum by its specific theme
- * develop co-operative marketing programmes with Auckland, to target short stay international visitors, and with Australian counterparts such as the Sunshine Coast and the Great Southern Touring Route
- * where feasible, develop town based heritage trails integrated with other attractions and tourism products

Industry Liaison Ambitions

An earlier section of this plan referred to a need for greater levels of co-operation within the tourism industry itself, and between tourism and other regional industries. This section presents the specific objectives to be targeted in this regard.

- * encourage co-operation between industry participants to create clusters of appropriate activities and services, sharing infrastructure and other resources where possible
- * where clusters of activities and services are feasible, encourage provision of shared transport services around the cluster neighbourhood
- * develop partnerships with other industries, such as farming, fishing and forestry, to co-ordinate and integrate development of efficient public infrastructure and services which benefit the region's economy in an environmentally and culturally sensitive manner
- * seek active Maori participation in new tourism initiatives focussed on the natural and cultural values of the region

Economic Ambitions

Conservative ambitions have been determined for both the domestic and international visitor markets. It is considered that continuing increases in visitation will almost automatically result from a world-wide growth in international travel, and from an increasing tendency for New Zealanders to spend more frequent periods of time away from their homes. By setting these ambitions at a modest level, it is argued that efficient and effective management of visitor growth will become considerably more achievable. As such, domestic visitation growth targets are set at 4% p.a. till 2004, then 2% p.a. thereafter. International targets will depend on New Zealand’s national performance, and targets have been established to reflect national ambitions - 8% p.a. till 2004, then 5% p.a. thereafter. Total visitor nights targets are therefore :

Year	Domestic Target	International Target
1999	750,000	153,000
2004	840,000	225,000
2024	1,200,000	360,000

2004 estimates for economic activity indicates almost \$ 300 million flowing into the regional economy, around \$ 70 million of that from international sources. Tourism employment at that time would represent about 6,000 full time equivalent jobs.

Environmental Ambitions

It is clear that TC has an ethical and a business responsibility to develop good environmental management systems, especially in regard to visitor services. These will be developed in a number of ways :

- * define tourism development objectives in terms of those which are low density, and appropriate in size and scale to their community and immediate built environment; those which are designed in keeping with the natural character of the environment; those which reflect the special heritage and values of the immediate area and wider region
- * carefully manage the protection of natural assets and management of public access into fragile environments
- * encourage partnerships between local authorities, local and central regulatory agencies, and other parties with power over assets to write and publish guidelines for visitor access
- * take a leadership role in identifying areas of greatest environmental sensitivity
- * build alliances with education and training specialists to offer environmental education programmes for the tourism industry and for visitors centred around the eight special visitor experiences
- * develop marketing programmes which highlight Coromandel as an international best practice example of balancing environmental preservation with public access through private/public sector co-operation
- * tighten coastal protection through submissions to the district councils’ long-term planning processes (District Schemes)
- * cease promotion of over-used areas
- * educate visitors on acceptable behaviours
- * assist in project fundraising for conservation and education programmes such as Kiwi Recovery and Project Crimson
- * work alongside and co-operate with DoC re visitor service developments
- * lobby government to recognise relationships between tourism and conservation
- * help establish a regional Coromandel Conservation Trust, based on the UK project Neptune, and involved with the acquiring of land for conservation purposes
- * facilitate development of an open sanctuary island, modelled on the Ulva Island Sanctuary, Stewart Island, for native flora and fauna (especially rare and endangered bird life)
- * build an accessible network of coastal day walks, based on a mixture of public lands and access rights negotiated with private owners
- * provide limited access (boardwalks or viewing platforms) to the internationally significant wetlands of the Hauraki Plains
- * conduct an environmental audit of tourism industry practices
- * position the Coromandel as New Zealand’s most environmentally friendly region

Social Ambitions

To maintain community support, open and healthy debate over issues of concern must be encouraged. TC will lead, alongside other relevant agencies, a programme of regular public consultation, including a specifically designed line of communication with second home owners in the region. TC will also :

- * strive to meet the challenge of integrating increased visitor numbers amongst a growing resident population whilst preserving the features of the Coromandel's unique experience
- * maintain open communication with the two district councils, Environment Waikato, and relevant national level agencies
- * provide a tourism perspective, on behalf of the regional tourism industry, across a wide range of issues
- * research and demonstrate the benefits of tourism in terms of economic value, employment opportunities and other shared community advantages
- * monitor community attitudes to economic growth and the expansion of tourism
- * co-ordinate a hui between Tourism Coromandel and the Hauraki Maori Trust Board to identify and supply assistance for appropriate Maori tourism initiatives
- * investigate the potential for utilising the branding 'Hauraki' to communicate possible elements of the region such as its farming history or its Maori tourism experiences and heritage sites
- * in partnership with local schools, assist in the retention of school leavers within the region through the establishment of a programme of student work experience with local tourism firms

PART H: PUTTING IT ALL TOGETHER

Tourism Coromandel was founded in 1992 as the regional tourism office for the combined area of the Thames-Coromandel and Hauraki Districts, including both the Coromandel Peninsula and the Hauraki Plains. TC is mandated to "manage and market a quality and sustainable visitor industry for the enhancement of the economy and community in the Coromandel". This is translated to include the management of visitor growth in an environmentally and socially acceptable manner, through the conduct of ongoing research, part funding of the region's visitor monitor, and the design of this tourism plan.

Many agencies involved in tourism struggle for consistent, secure, and professional levels of funding. Community support for primarily ratepayer funded tourism services is vital, but there is as yet no clear agreement for such funding. In addition, there is a limited rating base, with many competing candidates for such funding. It is therefore impossible to avoid the conclusion that funding issues will seriously affect the ability of the region to confront the challenges described in this Plan.

The two councils provide about \$ 260,000 in direct cash support plus about \$ 10,000 in discounted services to TC. This covers TC's basic overhead cost plus its research and planning role. Business members contribute to a \$ 90,000 promotional budget through membership fees and special promotional levies. With only a fraction of the funding enjoyed by most tourism organisations, TC is forced to be highly creative and innovative in the discharge of its management and marketing responsibilities.

TC's role in marketing is reasonably well understood, but its management function is less so. It has a role in the development of a sustainable tourism and visitor industry which complements rather than conflicts with the quality of permanent resident life and the natural and manmade environment. It has largely taken it upon itself (some ambiguity exists here in its relationship with local regulatory bodies) to :

- * comment on whether major tourism developments will enhance the long term visitor industry and will comply with the conditions of development laid down in this plan
- * ensure that the lessons and experiences of other similar regions are considered by planners
- * encourage investors and resource managers to maintain a long-term perspective when considering tourism developments
- * communicate the views of tourism industry sectors towards proposed developments - notably acting as an advocate for visitors, tourism operators, and the tourism industry

TC does not have the statutory ability or need to carry out development or resource planning, but seeks to advance sustainable tourism growth by advocating the key principles laid down in this plan. Many of the issues raised and actions suggested fall within the responsibilities of Environment Waikato, the two district councils, Transit New Zealand, DoC and other local or central agencies. TC's role is to actively market the tourism opportunities in the region, and liaising with planning authorities to address tourism

issues in a broadly based fashion. Thus, though this Plan has identified strategies and actions designed to guide the region's visitor industry as it evolves over the next generation, effective co-operation and partnership between the tourism sector, local authorities and public agencies responsible for infrastructural and environmental management will be essential if Plan ambitions and objectives are to be achieved.

**TOURISM BAY OF PLENTY INC.
STRATEGIC PLAN
1998-2010**

**TOURISM BAY OF PLENTY INC.
SEPTEMBER, 1998**

PART A : ABOUT THIS TOURISM PLAN

This plan was prepared by Tourism Bay of Plenty in September, 1998 and aims to lay the foundations for tourism in this region through to the year 2010. This first section provides some brief details about how the plan was prepared.

Plan Author

Tourism Bay of Plenty was established in 1994 as the Western Bay of Plenty Visitor Promotions Organisation, and constituted as an incorporated society with its present name in 1995. It is an autonomous regional tourism organisation, governed by an independent board representing the community (through local authority and iwi nominees) and the tourism industry at large (through elected representatives). Membership is open to any business, enterprise or other organisation involved with the tourism and visitor services industry in the coastal Bay of Plenty, and members are expected (but not required) to have a fixed operating base in the region. Member involvement may be as visitor service operators, service re-sellers, marketers, facilitators or local authority funders.

Participation and Involvement

This tourism plan owes its origins to the recommendations of a report prepared by a Tourism Steering Group set up by the Tauranga and Western Bay of Plenty District Councils, and the region's tourism industry, in 1993. As the largest local authority in the region, Tauranga District Council has identified tourism as a significant driver of this region's economy for the foreseeable future, and reports commissioned by the Council and others confirm the tourism sector's key role in bringing long-term sustainability to our regional economy. This Plan has therefore been formally endorsed by the Tauranga District Council, who in turn urge all the local authorities of our region, our communities, and our visitor industry to play their part in achieving the strategic direction and objectives detailed in it.

PART B : PLAN FOUNDATIONS

It is critically important that this regional tourism plan is successful in meeting the needs of all local residents. Therefore, this section highlights a foundation vision for what future tourism in the region should look like.

Vision for the Future

Tourism has been acknowledged as a key driver of economic development in the Tauranga region and is also recognised as an important component of the economies of neighbouring districts within the wider Coastal Bay of Plenty region. The strategic direction of this plan is for the region's tourism and visitor industry to continue to develop its potential as a vital contributor to the region's economy. Thus the brief statement developed to define a clear and unified vision of what the region expects from tourism over the medium to longer term.

" The strategic vision for the year 2010 is for the Coastal Bay of Plenty to become recognised as one of New Zealand's premier year-round regions to visit, with the ability to sustain that position into the longer term".

This vision aligns with Tauranga District Council's own vision for Tauranga to be recognised nationally as a dynamic region with a sustainable economy based on the resources of the region. Achievement of the vision will be measured by the existence of a regional

- * community which recognises the economic and social benefits of tourism
- * economy which includes a range of year-round attractions, activities and services which will satisfy the continually increasing expectations of visitors of all ages
- * visitor industry widely respected for the variety, quality, service and value for money offered by its attractions and activities and by its accommodation, hospitality, retail and transport sectors
- * visitor industry which provides worthwhile and secure employment and which balances profitable business enterprise with important environmental preferences
- * visitor industry which develops, funds, and implements policies and projects which are consistent with national initiatives and which can be adapted to relevant trends in the national economy

- * environment in which national and international corporate organisations have taken a significant stake, attracted by the performance and potential of the region's visitor industry
- * environment in which local authorities, publicly funded agencies, and representative business organisations jointly commit to the promotion of tourism as a key driver of the regional economy.

This Strategic Plan sets out essential strategies and key actions which will enable Tourism Bay of Plenty to fulfil its role in a way which is consistent with commercial independence and which reflects the level of community commitment in each of the local government districts of the Coastal Bay of Plenty.

PART C : THE LOCAL TOURISM INDUSTRY

Nationally, the tourism and visitor industry is at something of a crossroads. The year leading up to the production of this plan has been one of the most challenging that the New Zealand tourism industry has faced, and the coming years promise to throw just as many challenges and opportunities at us. At the start of the 1990s, annual arrivals from overseas were forecast to reach three million by the year 2000, and it was generally expected that the nature and extent of continuous growth would influence new developments in the industry. Much of the nation's planning for tourism has been focussed towards expected growth in large groups travelling from long-haul origins, and no unique or innovative strategies exist to build the business visitor market or to develop an appropriate infrastructure as a specific economic sector.

These circumstances reinforce the need to plan and act strategically over the medium and long term. New Zealand is going to be the recipient of intense focus over the next few years, and is just beginning to become a significant destination for large international conferences and trade fairs. Following on from the Americas Cup, The APEC Summit, the World Cup of Golf, the Millennium Celebrations and the Sydney Olympic Games, the opportunities for promoting New Zealand are the greatest that many of us will ever see, and the Coastal Bay of Plenty is ideally located to take advantage of these opportunities. Its coastal location, port facilities, and ease of access along the Pacific Coast Highway from Auckland all point to opportunities to leverage success and to continue to build the Bay of Plenty as a must visit destination once those events have passed.

However, New Zealand is still a long way short of the three million visitor target and, despite an emerging trend towards fewer but higher spending tourists, no major initiatives to refocus travel marketing efforts onto this more selective target were undertaken until 1997. The Asian Economic crisis provided the final stimulus for most New Zealand regions to rethink their visitor strategies, the means of implementing them, and the financial support necessary to ensure their success. In our own region, the tourism and visitor services industry has grown from a small base and has been less affected than most by national level events - Tauranga, and in particular Mount Maunganui, has long been a traditional leisure and recreation destination for New Zealanders, and the region has always hosted more independent travellers than it has been dependent on large overseas tourist groups. However, as the Coastal Bay of Plenty grows towards a size which will place it amongst the largest of New Zealand's metropolitan areas, it is important that the region upgrades its ability to service increasing numbers of both business and leisure visitors - recent national level changes have only served to add urgency to our expressed desire to become a premier visitor destination. Stability will return to the nation's tourism and visitor services sectors, but only those regions which can adapt their approach and their products to meet a different type of demand will be well placed to profit from the recovery.

Transport

The Coastal Bay of Plenty does not have an appropriate infrastructure to enable large groups of people to travel comfortably by air into and out of the region. This is despite the rapid expansion of industry and commerce in the region and the rise to national significance of Tauranga's deep-water port. However, the Pacific Coast Highway is a key ingredient in the marketing of the region, and is an excellent example of a macro-region initiative and of regional-central government co-operation. It has already generated awareness of the region's potential for visitor growth, and plans to upgrade air access to the region will further enhance this profile.

Accommodation and Attractions

In the twelve months to June, 1998, some 335,000 visitors stayed at 123 commercial accommodation establishments in the region. Over 75% of those stayed in Tauranga and the Western Bay of Plenty, and the average length of stay was 2.5 nights. Many visitors elected lower cost accommodation, as can be

seen from statistics which show hotels, on average, operating at around a quarter of their capacity whilst motels reached an average 52% usage and hostels sold nearly two thirds of their available room space. This low cost preference is reflected in the fact that very few of the region's visitor services, activities, attractions or event venues can accommodate large numbers of visitors arriving simultaneously. In 1998, the Tauranga region had no facilities to cater for groups larger than about 250, and cannot co-locate more than about 150 guests in any one of its hotels. Partly as a consequence of its accommodation shortcomings, the Tauranga region has lagged behind other regions in attracting new business visitors. Furthermore, the region has little to offer conference and trade show delegates and their partners to fill the leisure and recreational time that has always been a component of major business events. The region's potential for serving the business, conferences and conventions market is virtually untapped and presents one of the most important opportunities for co-ordinated economic development over the next decade.

Tourism Marketing

This plan calls for an active public and private sector commitment to supporting joint marketing initiatives that focus on the Coastal Bay of Plenty as a destination in its own right and that identify the region as an essential part of a wider New Zealand experience, such as the Pacific Coast Highway. This will require a united commitment from all the governing local bodies of the region to developing tourism as a significant economic driver in the region; and will also require a commitment from the region's visitor industry to fund and implement marketing projects which promote their commercial objectives in the context of developing the Coastal Bay of Plenty as one of New Zealand's "must-visit" destinations. In addition, there will have to be sufficient levels of resourcing to allow Tourism Bay of Plenty to maintain its position as the principal organisation responsible for promoting and marketing the Coastal Bay of Plenty region as a visitor destination.

The results of these projects are intended to create a substantial measure of "private benefits" earned by successful business enterprises. By investing in tourist promotion, the region can ensure that regional earnings from tourism can be maintained over time, with the benefits of promotional investment being shared by the private and public sectors. The private sector return is reflected in improved business performance and health, whilst healthier businesses bring the public benefits of improved infrastructure and services which are available to the resident community as well as to visitors. In order to best realise the public and private benefits of effective regional tourism marketing, marketing plans will be prepared and reviewed from time to time using appropriate professional expertise. Marketing plans will reflect the strategic direction of this Strategic Plan and the resources required to effectively achieve Plan objectives.

PART D : TOURISM'S ECONOMIC IMPACTS

Tauranga District Council recognises that tourism is a major element in our region's economy. It has particular importance in that it attracts externally earned dollars which create the new employment opportunities necessary to maintain the region's unique lifestyle attractions. The Tauranga District Council will continue to work in partnership with Tourism Bay of Plenty and the region's visitor industry to create an environment in which tourism can deliver real new employment opportunities which are sustainable and contribute to the region's economic growth.

Visitor Spending and Job Creation

Based on an estimated average spend of \$ 70 per visitor per night of stay, the 335,000 users of commercial accommodation in 1998 would have contributed around \$ 59 million to the regional economy. As this figure represents only 3% of the national total, the potential to further increase tourism's contribution to the regional economy is almost unlimited. However, this estimate does not include visitors staying with friends and relatives and also excludes day visitors. Though reliable statistics are not readily available for these groups, it is reasonable to expect that, combined, they would equate to a size of no less than the 335,000 visitors mentioned above. At a lower spend of say \$ 35 per person per night, this part of the visitor market could contribute around \$ 30 million to the regional economy.

The net economic value of visitor spending varies according to whether the money is spent on locally produced goods and services or on those which may have originated from outside the region. Conservative estimates of the regional flow-on effect from visitor spending put the multiplier effect somewhere between two or three times the initial spend - thus, the total effect of all visitor spending is likely to exceed \$ 178 million and may be as high as \$ 267 million.

The return on public investment from spending on tourism development can not only be seen through this generation of new income, but can also be seen in the creation of worthwhile, year-round full time employment opportunities across a range of skill levels. Visitor services tend to be labour-intensive activities, creating or shedding jobs in almost direct proportion to any growth or decline in visitor numbers. Thus, one of four essential elements within Tourism Bay of Plenty's strategic direction is a *commitment to the provision of sustainable employment across a range of skill levels*.

The industry has therefore the potential to make a significant contribution to the economic well being of the community, and for this reason justifies the investment by local authorities of public funds. The economic returns from tourism will however be proportional to the level of investment committed by individual local bodies.

Tourism and Other Local Initiatives

As a leading contributor to economic prosperity in the region, the tourism sector must take a leadership role in facilitating co-operation between local, regional and national organisations. This is necessary to achieve the long-term infrastructure base and investment security vital to a profitable industry. Thus, the second of four essential strategic elements is a *commitment to developing the industry in harmony with other aspects of the region's economic and social development*.

PART E : TOURISM'S ENVIRONMENTAL IMPACTS

Our region's natural resources lend themselves to the further development of unique tourist facilities and services that will support both the Tauranga District Council and Tourism Bay of Plenty visions. However, the local tourism industry needs to find and manage an acceptable balance between sustainable economic development and legitimate environmental concerns. In this respect, prudent public funding of tourism development can result in the consolidation and enhancement of existing economic activities and community facilities through recognition of the region being an attractive place in which to live, work and invest. For these reasons, the third of this Plan's central strategic directions is a *commitment to maintain an acceptable balance between natural and introduced environments*.

PART F : TOURISM'S SOCIAL IMPACTS

Tourism, more than any other industry, needs community support to prosper - not only does the community invest time, money and people to support their industry with the infrastructure it needs, the visitors' experience is shaped very significantly by their contacts with local people.

Community Attitudes

Critical to the achievement of this Plan's overall vision will be a recognition by the community of the economic and social benefits of tourism, this being the "public benefit" delivered by a thriving economy.

Community Issues

Apart from its immediate economic and employment related benefits, tourism and visitor servicing adds value to the community and social wealth of the region. This occurs through the necessary provision of new and improved infrastructure and other services to meet visitor needs and also through the diversity of experience and exposure to new influences that visitors bring with them. Facilities such as more and better transport (roads, rail and air), restaurants, event and conference venues and leisure opportunities become available to local residents at less cost than otherwise they would. Costs are lower because of the contribution which tourists and other visitors make through their patronage.

It is vital to the region's future well-being that these advantages are retained and further enhanced. The tourism and visitor services industry is too important, and the consequences of failure too serious, to leave its future development to chance. Thus, the final of four key strategic directions identified by this plan is a *commitment to enhance community well-being through the provision of improved infrastructure and services*.

PART G: LOCAL TOURISM TARGETS

Previous sections of this plan have identified a number of background issues which materially affect the chosen strategic direction for tourism development in the Coastal Bay of Plenty. These issues are used in

this section of the plan to highlight Tourism Bay of Plenty's broad ambitions for the visitor industry of the future, and to state specific objectives which are sought for each category of ambition. The Plan maps out a programme for orderly development, sets targets for achievement, recognises the uncertainties that the visitor industry faces, and shows how Tourism Bay of Plenty will address each challenge.

General Tourism Industry Ambitions

Tourism Bay of Plenty will maintain and develop policy guidelines by which their business affairs will be conducted. These guidelines will be based upon a commitment to working harmoniously with all sections of the visitor industry to the collective benefit of the region's community and visitors, and a dedication to the conduct of business with commercial confidentiality, social and cultural sensitivity, and unbiased professional integrity. Tourism Bay of Plenty will adopt management structures and procedures which provide professional leadership, sound strategic decision making, and efficient achievement of key objectives in accord with the strategic direction of the principal funding providers.

Transport Ambitions

In conjunction with development of the existing Pacific Coast Highway concept, Tourism Bay of Plenty will continuously strive to improve the acceptance of our region as a 'must visit' destination in those domestic and international markets most likely to generate the highest nett economic benefits to the region. Tourism Bay of Plenty will continue to support development strategies for the Pacific Coast Highway concept, in conjunction with its joint venture partners in other regions.

Accommodation and Attractions Ambitions

Tourism Bay of Plenty strives to be effective in encouraging the development of appropriate physical infrastructure and supporting services with standards of quality and value which enable the region to meet or exceed the reasonable expectations of visitors. To this end, it resolves to identify and advocate any significant infrastructural developments necessary to enable the visitor industry's contribution towards this Plan's key objectives to be fully effective. Specific objectives are to :

- * monitor the range of attractions, activities and services provided by the region's visitor industry.
- * compare the variety, quality and value of regional infrastructure with similar facilities elsewhere.
- * identify and advise industry of desirable additions to the range of attractions, activities and services.
- * identify and advise industry of desirable alterations and improvements to existing facilities.
- * work with economic development organisations, funding providers, and industry suppliers to facilitate development of desirable additions or improvements to infrastructure.
- * present regular cases to regional local authorities to justify their continued investment in the region's attractiveness to visitors .

Tourism Marketing Ambitions

A central goal of this plan is to ensure that the governance and funding arrangements for regional tourism marketing reflect the interests of all stakeholders and maximise the return on each stakeholder's investment. In particular, it is essential that Tourism Bay of Plenty retain its status as the region's official Regional Tourism Organisation, promoting and marketing the region's attractiveness to visitors in a way which is consistent with commercial independence and which reflects the level of community support for tourism development. The key marketing objectives in this Plan are to :

- * adopt a co-ordinated, independent and unbiased approach to marketing regional amenities and attractions.
- * develop marketing initiatives with a locally based professional marketing agency, including an integrated corporate marketing style to extend the seasonal flows of visitors.
- * identify those markets most likely to generate visitors who will bring the highest nett economic benefits to the region.
- * focus promotion of the region's appeal and its special attractions only into those identified markets.
- * ensure that the regional visitor industry receives positive, supportive, and effective exposure to target markets through relevant media
- * achieve trends in total visitor numbers to the region (both international and domestic) which reflect changes in the ability of the regional infrastructure to accommodate and serve visitors to a standard which exceeds their expectations and encourages longer stays, higher spending, and repeat visits.
- * achieve an average length of stay in the region at least equal to the national average in any given year.
- * achieve an average spend in the region of at least equal to the national average in any given year.

- * encourage the development and marketing of special events which have the potential to increase visitor volumes and add nett value to the regional economy.
- * effectively encourage high standards of customer service, business efficiency and innovation in the tourism and visitor services industry which rank with the best in New Zealand.
- * ensure that up to date and effective information promoting the region's attractiveness and encouraging visitors is continuously available through appropriate media at least cost.
- * be proactive in generating positive and supportive news stories and features for use by local, national and international print and broadcasting media
- * seek out and exploit free media initiatives which generate promotional exposure for the region and for its tourism and visitor services industry
- * maintain professional and positive relationships when approached by media representatives for information or comment on specific matters, even when these may reflect negatively on aspects of the regional tourism and visitor industry.

Industry Liaison Ambitions

One of Tourism Bay of Plenty's principal functions is to co-ordinate the efforts of groups, individuals, local community organisations and business operators to achieve economic growth through the development of the regional visitor industry. Its specific co-ordination objectives are to :

- * link with regional tourism bodies and similar organisations in other areas for information transfer.
- * formulate marketing plans that recognise the value of inter-regional joint marketing ventures and which leverage benefits from national tourism development initiatives.
- * work with local authorities, publicly funded agencies and events organisers to co-ordinate and promote programmes of events that will provide reasons for people to visit the region year round.
- * work with relevant trade associations and training and education suppliers to monitor the overall service standards offered by the regional visitor industry, by comparing quality and value with standards elsewhere.
- * facilitate development of co-operative programmes between the industry, training providers and public agencies which match skill requirements to employment opportunities.
- * ensure that managers and staff employed in the regional visitor industry are aware of visitors' expectations and of the training and education opportunities which will assist them in satisfying customer expectations at a profit.
- * present regular cases to industry participants to justify their continued investment in co-operative promotion of the region for their own benefit.
- * implement a programme of regular reports to the industry, community interest groups, media and funding agencies, including recommendations for action to enhance the region's attractiveness to visitors.

Economic Ambitions

It is believed to be necessary for Tourism Bay of Plenty to understand, and be able to demonstrate and communicate, the economic and community value of attracting more visitors to the region. In particular, it is necessary to :

- * implement a programme of visitor satisfaction reporting which tests opinions of quality and value against prior expectations
- * implement a process for receiving and reviewing up-to-date information relevant to the development of the regional tourism and visitor services industry
- * regularly analyse performance of the regional visitor industry and its components, and use appropriate techniques to measure the industry's contribution to the regional economy
- * identify and demonstrate the actual and potential contribution of the visitor industry to the region's economy and the benefits of further managed growth.
- * research, analyse and document the relationship between public and private benefits generated by developments in the tourism and visitor services industry and by growth in visitor numbers.
- * regularly review the organisation of Tourism Bay of Plenty against alternative governance structures, testing their effectiveness for policy development, sound decision making, efficient management, and objective achievement
- * develop and regularly review a funding model based on ratios of public and private benefit which demonstrate the resource requirements of Tourism Bay of Plenty.
- * detail the minimum costs which must be incurred if Tourism Bay of Plenty is to achieve its key objectives in a competitive environment.

- * ensure that Tourism Bay of Plenty is resourced with sufficient funds to enable it to implement the strategies contained in this Plan and to therefore achieve its key objectives.

Social Ambitions

It is Tourism Bay of Plenty's intent that the regional community become fully aware of the importance of the visitor industry to the region. It will therefore strive to :

- * undertake the affairs of the organisation with appropriate involvement of sectors of the community having a stake in the development of the region as a visitor destination
- * ensure that the support of the region's community is retained through the effective reporting in local media of activities undertaken by Tourism Bay of Plenty in fulfilling this role.

PART H: PUTTING IT ALL TOGETHER

Tourism Bay of Plenty was founded in 1991 as the regional tourism office for the local authority areas administered by Tauranga, Western Bay of Plenty, Whakatane, Kawerau and Opotiki District Councils. Rotorua is not included as that district has its own separate Regional Tourism Organisation. Tourism Bay of Plenty is mandated to "establish the region as one of New Zealand's premier year-round regions to visit, to increase visitor numbers, their average length of stay, and their average spend. This is to be achieved by promoting and marketing the advantages of the region, identifying opportunities for industry development, facilitating their implementation where possible, and advocating for improved customer service and quality standards".

Since its formation, Tourism Bay of Plenty has achieved a status as the officially recognised focal point for promotion and marketing of the region as a premier year-round destination for visitors. Tourism Bay of Plenty is acknowledged by the New Zealand Tourism Board and the Tourism Industry Association of New Zealand as the regional tourism organisation for the area; by the local visitor services industry as an effective co-ordinator of regional tourism marketing; and by the community through its use of local authority funding for administration and marketing activities.

This Strategic Plan sets out the strategies and actions which Tourism Bay of Plenty intend to implement in pursuit of its stated objectives. Though the region has got off to a relatively late start, some exciting initiatives have already been implemented which will accelerate its rise to prominence as a premier visitor destination. Many of these initiatives will encourage and facilitate a positive response to the challenges faced by tourism and visitor services operators, and by local, regional and national authorities who must actively support them if they are to be successful. For these reasons, it is essential that the region's tourism and visitor services industry, local authorities, publicly funded agencies and representative business organisations demonstrate a shared commitment to the objectives of this Plan and support the strategies it describes. In this context, Tourism Bay of Plenty has established the following criteria which will be achieved as a result of the successful implementation of strategies contained in this Plan.

- * continued recognition and support for Tourism Bay of Plenty by local authorities, local and national tourism trade, marketing associations and organisations.
- * effective application of policies and practices which demonstrate professional leadership, sound strategic decision making, and efficient operational management.
- * sufficient funds made available to enable the effective and timely implementation of the strategies in this Plan.
- * accuracy of research carried out and the credibility of its conclusions
- * maintenance of a long term trend towards increasing domestic and overseas visitor numbers which are above the national average
- * achievement of average length of stay which is above the national average.
- * achievement of nett economic spend which is above the national average
- * routine inclusion of , or participation by, the region in the Pacific Coast Highway, and in national tourism marketing campaigns by organisations promoting tourism to and within New Zealand.
- * accuracy of information gathered, credibility of presentations and submissions made.
- * routine acceptance by industry, training providers and public agencies that Tourism Bay of Plenty has an important role to play in the development of training programmes to meet industry needs.

At the time of writing, all strategic objectives were envisaged as having a potential life span through until 2010. The achievement of certain objectives will be more obviously demonstrated over shorter periods.

Progress on each objective will be reported annually and the whole plan reviewed by the Board of Tourism Bay of Plenty from time to time.

Financial Plans will be prepared and reviewed from time to time using appropriate professional expertise. Financial Plans will reflect the financial resources available to Tourism Bay of Plenty and will demonstrate the extent to which the objectives of the long term Strategic Plan can be achieved in each year. In this respect, the 1993 report which provided the impetus for Tourism Bay of Plenty's creation envisaged a guaranteed level of funding support that avoided the necessity for the organisation to fund-raise for its own survival. The report recommended that local authority funding should underwrite the basic structure, with individual ventures and promotional activities being self-funding according to 'user-pays' principles. The recommended first year budget, exclusive of establishment costs, was proposed to be \$ 543,100 (marketing \$ 390,000 and administration \$ 153,100) - however, funding for the organisation has consistently fallen short of those recommended levels. It is critical that sufficient financial support is made available, from both the private and public sectors, to enable Tourism Bay of Plenty to implement the regional tourism and macro-tourism initiatives described in this Plan.

Notwithstanding these difficulties, Tourism Bay of Plenty has completed its first years of operation by successfully achieving all of the initial tasks it set for itself, with the exception of a guaranteed funding base. The organisation is now well placed to enter a longer term period of consolidation and development towards fulfilment of ambitious strategic objectives to promote the key tourism and visitor services sector of the region's economy. It must now further develop its roles of information gathering, identifying opportunities, lobbying for support when necessary, and marketing the region's amenities, attractions and tourism product. This must be done in a way which maximises visitor numbers, the duration of each visitor's stay, and the value of their spending in the region. For these reasons, this long term strategic plan for promoting the region's attractiveness to visitors must be implemented without delay.

1996 STRATEGIC PLAN

**MACKENZIE TOURISM AND DEVELOPMENT BOARD
JANUARY, 1997**

PART A : ABOUT THIS TOURISM PLAN

This plan was prepared by Mackenzie Tourism and Development Board in January 1997, and updated through a supplementary Statement of Intent in August 1999. The Plan aims to lay the foundations for tourism in this region through to the year 2002, by stating where we want to be in the medium to long term future, where we are now, and how we intend to bridge the gap between today's status and tomorrow's ambitions. This first section provides some brief details about how the Plan was prepared.

Plan Author

The Mackenzie Tourism and Development Board (from now on referred to as "The Board") was established in 1994, as a result of the Mackenzie District Council's decision to take a proactive stance towards economic development in its own area. The Board is an independent committee of Council, with maximum delegated authority but with a responsibility of regular reporting to Council on its activities. The Board's role is to promote and facilitate business development within the local authority boundaries of the Mackenzie District Council, but it is also open to working co-operatively with adjacent districts. This Plan is a result of The Board's decision to develop an ongoing strategic approach to its business development activities.

Participation and Involvement

This tourism plan results from a three year funding commitment granted to the Board by Council, in an effort to promote tourism and other business growth locally, rather than through promotional groups based in Timaru. Council appoints a seven member Board for a three year term, and the current Board includes representation from Council itself, local farming interests, local tourism operators, and ElectroCorp New Zealand. In addition, the Board may call upon advisory input from the Council's own staff and from the New Zealand Tourism Board's local representative. On its foundation, the Board determined to identify the Mackenzie District as a unique and distinct region which offered a range of opportunities for residents and visitors alike. In support of this vision, a series of working goals, objectives, and key tasks have guided and informed the early years of Board operations. The Board has made this Plan available for public consultation and discussion by the residents of the Mackenzie District.

PART B : PLAN FOUNDATIONS

It is critically important that this regional tourism plan is successful in meeting the needs of all local residents. Therefore, this section highlights the main issues which make the Mackenzie a special place for people to live, and uses these issues to influence a foundation vision for what future tourism in the region should look like.

Important Local Values

During the process of formulating this Plan, the Board has adhered to the following guiding principles :

- * maintenance of a caring attitude to our natural resources and environment
- * provision of targetted advice and assistance that makes maximum use of available resources
- * recognition of the quality of products and services as the foundation of sustainable prosperity

Important Lifestyle Features

The key trends which are significant for development in the Mackenzie include :

- * predicted annual population increases of more than 10% to the year 2000
- * increasing rates of household formation requiring more facilities and services
- * increased labour pool resulting from higher numbers of residents
- * introduction of new agricultural production techniques alongside changes in land use and tenure
- * projection of a high profile image of high country life as capable of sustainable development

Vision for the Future

The development of this Plan has been constrained by a number of factors, including the limited and sometimes outdated nature of available statistical information. However, tourism has been acknowledged as an important component of economic development in the Mackenzie District, and the strategic direction of this plan is for the district's tourism and visitor industry to continue to develop its potential as a vital contributor to the local economy. Thus the brief statement developed to define a clear and unified vision of what the Board expects to achieve over the medium to longer term.

“The Mackenzie Tourism and Development Board’s vision is to facilitate the promotion and development of business within the Mackenzie District”.

PART C : THE LOCAL TOURISM INDUSTRY

Statistics for New Zealand show that 1.3 million international visitors arrived in the country during 1996, with just over 600,000 coming to the greater Canterbury region. Tourism is also a major industry for the Mackenzie, and is growing at a fast rate, both in visitor numbers and tourist ventures available. Local businesses are currently working to fulfil the demands of more than 475,000 visitors who travel throughout the district each year. Visitor Information Centre statistics, accommodation surveys, and traffic counts conducted by the Mount Cook Lookout indicate that at least 40% of those visitors are staying overnight in our townships.

Group tours are the main source of visitor numbers, though independent travellers are increasing in number. A 1993 survey conducted at Lake Tekapo showed that 42% of visitors were part of a package tour, whilst 58% were independent travellers, and this means that the origin of our visitors is significantly different from other parts of New Zealand. The table below shows the top five international visitor markets for the Mackenzie and the top five markets for New Zealand as a whole.

Country of Origin of Visitors :			
The Mackenzie		New Zealand	
Origin	% of all Visitors	Origin	% of all Visitors
Japan	25	Australia	27
North & SE Asia	17	North Asia	15
Australia	15	North America	12
Europe/UK/Nordic	13	Japan	11
North America	10	United Kingdom	10

Mount Cook/Aoraki, the cloud piercer at 3764 metres, is the indisputable tourist icon of our area and, together with the Church of the Good Shepherd on the shores of Lake Tekapo, provides the major drawcard for attracting visitors to the locality. There are two official Visitor Information Centres, at Mount Cook and Twizel, whilst Fairlie and Lake Tekapo have visitor information displayed in business premises. However, there is no co-ordination of visitor data and consequently the area lacks information about visitor stays and activity levels.

The Mackenzie is also part of the blue ribbon highway linking Christchurch and Queenstown, two of the country’s premier destinations. However, the low profile of the area, lack of product knowledge and events, and resistance by many operators to market collectively or refer visitors to local activities are threatening to ensure that the area will be overlooked by the majority of future international visitors.

Whilst constraints on large scale developments exist in terms of essential services, there are many opportunities for new tourist based ventures. The target markets for existing products are poorly developed and information is uncoordinated. Alliances with other tourist organisations have not been developed and the limited financial resources of the Board constrain the level of participation necessary to promote the area independently.

Seasonal Visitation

One of the main challenges to confront the Board is the long off season during winter. Seasonal variations are great, with the seven months from September to March recording the highest visitor numbers and the five months from April to August seeing a drop of up to 80% of the summer traffic count. This creates severe profitability problems for tourism operators with large overheads, and detrimentally affects the viability of many smaller businesses. For example, Travelodge at Mount Cook closes down entirely during winter. Issues like these require innovative and co-operative responses, such as joint marketing and proactive media promotions, in an attempt to encourage new ventures designed to attract visitors during this period.

Transport

Air access to the district is controlled by weather patterns to a large extent, and the area lacks an airport which is open to airline business supported with quality facilities. However, most attractions can be accessed by highway and do not require high financial outlays to visit. Two main arterial roads, State Highways 79 and 8, link the district, providing ready access to the communities nestled along these blue ribbon highways. However, there is no underlying Council policy with respect to uniformity of signage on these and other open highways.

The district is comparatively isolated by New Zealand standards, and both passenger service fares and freight costs are above average. There is thus a legitimate fear that alternative visitor itineraries which accentuate the West Coast or East Coast Highways could decrease visitor numbers to the area. The State Highway 1 Route in particular, one which links Christchurch, Timaru and Dunedin, has potential access to much larger budgets to spend on attracting tourists.

Accommodation and Attractions

A wide range of accommodation is available in the district, including almost 100 farm stay operations offering a rural experience as part of the package. A range of more conventional providers includes first class hotels, motels, and holiday parks, and offers approximately 1300 visitor beds. More than 1000 private dwellings are owned by people not normally resident in the district, and are occupied in summer by holiday makers who can at times nearly triple the resident population of some townships. In the winter, absentee owners tend to rely on their neighbours or on good luck to manage their assets in their absence, and the provision of professional property management services are a clear opportunity for future business growth. In particular, the timeshare method of leasing short term accommodation (which operates successfully in Queenstown and Wanaka) is a tourist venture which could also be expected to work well in the Mackenzie.

Whilst Mount Cook is clearly the district's number one attraction - 25% of all international visitors to New Zealand are said to visit - the villages and towns dotted throughout the district offer an astoundingly diverse spectrum of visitor activities. Outdoor experiences such as fly fishing, climbing, hunting and horse trekking are available year round, whilst guided activities include cross country ski-ing, flightseeing and four wheel drive safaris. Arts and crafts based on locally grown wool are commonplace, whilst new ventures are building on the reputation of the high country and include star gazing, rabbit skin clothing, and deer farm tours.

The town of Fairlie is regarded as the "Gateway to the Mackenzie" and is the base for the twin ski fields of Fox Peak and Mount Dobson - the town also has a museum, arts and crafts outlets, horse trekking and tramping. More local crafts can be seen and purchased in smaller settlements like Kimbell and Burke's Pass, whilst the latter is also home to a steam railway. The glacial fed and aqua blue waters of Lake Tekapo are a leading visitor attraction, and the Tekapo township offers hotel accommodation, restaurants and a flightseeing business. Activities such as cross country ski-ing, fishing, hunting, climbing and astronomy are available through locally based guides. Similarly, at Mount Cook Village, there is a good range of accommodations, alpine adventure businesses and tourist retail operations. High country adventures are available for visitors at Mount Cook itself and at nearby Glentanner Station. Finally, though its population has declined to about 1600 from a high of over 5000 in the late 1980s, Twizel can still offer a range of retail and tourist based industries together with good accommodation options. Flightseeing, fishing, hunting, climbing and tramping are the main tourist activities.

Tourism Business Capability

Strong growth in the visitor market is reflected in an increase in related businesses being established in the area - there has been noticeable growth in the number of business startups, particularly owner operator units. Whilst accurate statistics are lacking to fully endorse this claim, the demand for land and recreational permits has increased substantially over the past five years. However, there is a current shortage of well skilled people with the ability to establish businesses successfully, and no formal business association to act as a focal point for networking and information dissemination. As a result, there is no directory of business operations, and a competitive atmosphere between operators limits the possibilities for joint venture developments. There is little co-operation amongst a group of local operators who appear unaware of the overall tourism scene, and the lack of any strategic or marketing plans for tourism development means that there is no clear agreement to jointly promote the area.

Business owners have few opportunities to train themselves or their staff, and the present highly variable level of business skills indicates a clear need for education and training to allow them to keep abreast of best practices - there are concerns about the lack of quality customer responsiveness and service provided to patrons of Mackenzie businesses. However, there are many existing operations, such as farm stays, guiding, and hotel services, which could form the basis of a skills training school for the off season, where polytechnic students could receive hands on training. The Board intends to attract expertise and skills to the district to provide opportunities for local business people to gain knowledge and skills - training for business owners and staff is required to ensure that service standards and professionalism are comparable with other larger areas.

Tourism Marketing

There is a critical need to raise the profile of the area, and this is a need which must be immediately addressed. Whilst nearly half a million visitors come to the Mackenzie each year, competition from surrounding districts and other New Zealand destinations could result in a decrease in visitors unless we develop and enhance the existing business profiles.

At present, the dominant image of the area is as a low profile rural back country, with a low level of sophistication for enterprise development. However, many Mackenzie operators belong to professional associations and wholesale groups with good international connections, and are well placed to network more closely with inbound operators to inform them about the area. For example, about half of all visitors are independent travellers looking for unique experiences and, as domestic and international visitor numbers continue to grow, there are increasing demands for goods and services to be provided for this market. The low accommodation occupancy rates experienced in winter provide the scope for initiatives such as business conferences, but the key to success in this respect lies with far greater levels of co-operation than currently exist.

Though new ventures and visitor packages could be developed by local operators, their impact would be greatly enhanced by the development of joint marketing strategies with other corporates represented in the area, by the creation of joint marketing networks amongst local operators, and by the active co-operation and participation of inbound tour operators. In these circumstances, Regional Tourist Authorities in areas adjoining the district may prove to be productive allies in terms of joint packaging and promotion of regional tourism products.

PART D : TOURISM'S ECONOMIC IMPACTS

Economic development and growth of the tourist industry in New Zealand have rapidly changed the face of the national economy in terms of product and service developments and foreign exchange earnings estimated at more than \$ 3.5 billion. The resulting opportunities for expansion and increased employment impact on all areas throughout the country, but especially in the Mackenzie District. Significant trends expected in the foreseeable future include more demand for higher quality services (and service !), increased visitor spending as numbers of overnight stays increase, and increases in small business activities related to tourism.

Visitor Spending and Job Creation

The average visitor to New Zealand is likely to spend \$ 152 per day, with variations amongst national groups - South Korean visitors average \$ 345 per day, whilst those from the UK spend around \$ 90 per day. Present spending patterns in our area are unknown, which in itself represents a major constraint that must be addressed within this Plan. Although the average expenditure rate is believed to be higher than the New Zealand average of \$ 152, it is currently impossible to determine visitor spending levels and any changes to spending patterns that further promotion of the area might bring. Whilst the time spent in the Mackenzie is relatively short, the potential earnings (from average visitor expenditure rates at \$ 152 per day) would yield nearly \$ 29 million from the 40% of the 475,000 visitors who stay overnight in the area.

The 1991 census suggests that the town of Twizel and the greater area of the Mackenzie provide the most employment opportunities for the district, with the former providing 34% of all employment and the latter 36%. The main style of employment is full time, at nearly 82% of all work, whilst nearly half of all part time work is available in the Twizel area. Seasonal workers, such as housekeeping services or guiding work during the summer season, provide for most of these part time jobs. The visitor industry is also operated through seasonal contracts such as guided climbs and heli-skiing, while the major accommodation providers employ staff primarily for the period September through May.

Employment rates throughout the district are relatively high, with an overall unemployment rate at around two thirds of the national average. Most working people are in waged or salaried work, while self employed and owner operator businesses account for 22% of the work force. The ready availability of both short and long term accommodation, and of a skilled and experienced work force already located within the district, is a strong feature of the local economy. However, the population is unevenly distributed throughout the district, and variations in the patterns of settlement can affect the viability of new enterprises in smaller towns where the resident work force is very small.

Tourism and Other Local Initiatives

Apart from agricultural production, industry is relatively new to this area. Although the benefits of industrial development have been identified by Council - both tourism and hydro have proved to be catalysts for new business establishment and diversification of farm life - a strategic approach to business development is long overdue. Many past initiatives have failed because of the lack of co-ordination amongst local communities, and implementation of development policies has been slow.

The local economy remains based on a large rural sector, mainly pastoral farming and supporting service industries, but with forestry also providing employment for local communities. Diversification of existing farms through new irrigation schemes and the establishment of new holdings on former leasehold land are new opportunities for growth in this sector. An analysis of the 1991 census classifications shows that agriculture employs over 30% of the working population, whilst service industries and building/construction comprise the next highest categories. Thus, though business growth has traditionally been based on the agricultural sector, there is an established business infrastructure in the main settlements of Fairlie, Tekapo and Twizel - most of the existing business operations are thriving and are growing in profitability. As a result, each of the towns in the area is fully supported with water supply, sewerage schemes, medical centres and retail business. There is a wide range of housing for sale or for rent, and existing zoning for commercial development remains under utilised.

Much of the district's industrial activity has historically been based on the activities of ECNZ and, as the largest single employer, this national corporate organisation has a high profile - any suggestion that ECNZ could be restructured or leave the area would have a disastrous effect on the whole economy. However, over the past ten years or so, the rapid growth of tourist based industries has changed the face of developments in the Mackenzie district. Whereas in the past, the rugged isolation of the high country was the stuff of legends, today the focus on providing visitor services signals a major change to the high country way of life. As such, this Plan has been consciously aligned with a series of related planning documents which together indicate the future for this region : the strategic plans of the Mackenzie District Council, the Aorangi Business Development Board, and the New Zealand Tourism Board have been used to inform the development of this Plan.

This Plan has been initiated to maximise opportunities in the local and national environment for the benefit of residents of the Mackenzie. Its development reflects an explicit intention of the Board to undertake activities and support local innovations which meet the provisions of its vision and goals. The strategic direction described in this plan is focussed on two key areas - business development in general and tourism development in particular - and marketing the district as a distinct and separate area is seen as an exciting opportunity.

PART E : TOURISM'S ENVIRONMENTAL IMPACTS

The Mackenzie District is centrally located at the heart of the South Island, intersected by a major highway linking Queenstown, Timaru and Christchurch, and contains a large pastoral economy characterised by high country sheep stations. The three main settlements are Fairlie, Tekapo and Twizel. The district's vast hinterland is dominated by the majestic Southern Alps to the west, and bounded by the Te Ngawai and Opuha Rivers to the east, the Two Thumbs range to the north, and Lake Ohau to the south. Within the total land area of 7389 square kilometres are 140 mountain peaks over 2000 metres high, glaciers including Tasman Glacier (the longest in the Southern Hemisphere), glacial lakes and rivers, wetlands, vast expanses of tussock lands in the southern part of the district and undulating fertile green pastures around the Fairlie basin.

The area is abundant in lakes, mountains, and glaciers, and this environmental variety has paved the way for new tourist experiences such as adventure and ecotourism. The vast natural resources, which are

readily available and accessible, provide a foundation for new ventures based on the natural environment, and local operators have the necessary skills to use the environment to increase earnings from these activities. In terms of environmental pollution, the most likely negative outcome is the pollution of waterways in the absence of enforced waste disposal policies, especially for campervan effluent.

PART F : TOURISM'S SOCIAL IMPACTS

Tourism, more than any other industry, needs community support to prosper - not only does the community invest time, money and people to support their industry with the infrastructure it needs, the visitors' experience is shaped very significantly by their contacts with local people. The Mackenzie's local people live in towns, villages and farms scattered over 120 kilometres of highway, while isolated hill stations located in remote valleys are home to many residents. However, the demographic shape of the district is changing.

Community Attitudes

Despite the district's rapid growth, the pace of life remains leisurely, with most work being available within ten minutes of residential areas - there is no such thing as rush hour commuting. However, standards of service and professionalism amongst local business are highly variable, and subject to parochial attitudes and disinterest amongst local residents which can easily turn prospective visitors away from the area. Local residents have been described as disinterested in visitors, and any element of parochial attitude held by towns and rural residents may well mitigate against district-wide development.

A disinterested community could at least potentially make its opinions known during the public consultation process which shapes the direction of Council's District Plan, with a consequent attempt to prevent new developments through the imposition of zoning restrictions. Thus, if Council is directed to invest funds in alternative businesses (e.g. waste management) this withdrawal of community support for tourism could flow through to a loss of interest in the area by the New Zealand Tourism Board.

Community Issues

The total population of the district has been steadily increasing since 1991, with more rapid rates of increase recorded over more recent years - between 1991 and 1996 there has been a 21.7% increase in population levels, one of the highest recorded rates of population growth in New Zealand. More than one third of all residents live in the greater rural area of Mackenzie, whilst another third live in and around Twizel - these two areas have slightly more male than female residents, probably due to the nature of the predominant agricultural and hydro employment. The number of occupied dwellings has also increased dramatically, by more than 26%, over the same period. Much of this increase, the second highest in New Zealand, is due to new construction, with 123 new houses being built between 1993 and 1996. The Mackenzie is growing quickly, and the role of the Board in fostering this growth is critically important.

PART G: LOCAL TOURISM TARGETS

Previous sections of this plan have identified a number of issues which materially affect the chosen strategic direction for tourism development in the Mackenzie. These issues are used in this part of the plan to highlight our broad ambitions for the visitor industry of the future, and to state specific objectives which are sought for each category of ambition.

For the purposes of strategic planning, the two elements of business development and tourism development have been analysed separately, as they are distinctly separate areas of concern. The Board has carefully considered and analysed the district's strengths and weaknesses as they relate to key opportunities and threats in each of these two areas. However, generic business ambitions and tourism related ambitions have been included together in this document - only our goals for specifically non-tourism businesses have been omitted for reasons of clarity.

General Tourism Industry Ambitions

The Board's overall purpose is to promote the growth of new and existing businesses in the Mackenzie District. In order to achieve this ambition, the Board firstly targets the preparation of adequate background information on the district for potential investors, and secondly aims to achieve financial independence through the generation of industry funding to replace the existing Council contribution. Specific objectives in support of these ambitions are to :

- * provide regular and appropriate comment to Council on planning issues, by attending regular meetings with Council planners, submitting comments on Council schemes and plans, and supporting key business developments in the district
- * develop an economic profile of the district, by compiling a comprehensive database of economic information in conjunction with Council planners.
- * prepare an Investment Portfolio for prospective investors, by collating information pertaining to investment potential (including capital growth data) and distributing this information widely.
- * compile and maintain a business activity directory as a resource for residents and prospective investors, by collecting information on all business activities and distributing in the form of a directory to local operators and potential investors
- * gain \$ 100,000 industry finance for the Board's activities, by examining the funding strategies of other Boards, developing a marketing strategy for Board activities, and investigating the feasibility of a Local Authority Trading Enterprise (LATE) status for the Board.

Transport Ambitions

The Board is committed to supporting an improvement in access by air to Lake Tekapo and Twizel, through improved facilities to be established by 1998. It will undertake an appropriate feasibility study, review and address current constraints, investigate the degree of interest present amongst local operators for investment in a service upgrade, and promote the idea of a joint venture project with travel industry participants. In addition, the Board will review and develop strategies to address transportation constraints which exist during winter.

Accommodation and Attractions Ambitions

The Board will actively encourage the development of new products and services targetted at the visiting population and will develop itineraries for product development in the area. In particular, it will foster the development of co-operative networks amongst accommodation providers, which will in turn allow better advantage to be taken of opportunities available in both the domestic tourism and bus tour markets.

Tourism Marketing Ambitions

Marketing the Mackenzie District as a highly desirable location to visit is a key goal, as is the continued promotion of opportunities for tourism development. In this respect the key objectives are to :

- * establish a brand for the district, supported by high quality information packages which promote area visitor activities
- * facilitate the improvement of customer service quality by identifying and communicating the ethnicity of visitors and their service preferences to local businesses and operators.
- * promote the district internationally, through participation in the annual TRENZ trade fair, development of 'sister district' relationships with appropriate tourism representatives overseas, enhancement of relationships with New Zealand tourism industry networks, and design of a visiting media programme for the area.
- * maximise the availability of accurate visitor statistics by implementing a local accommodation monitor and co-ordinating the activities of Visitor Information Centres and Promotion Associations.
- * encourage development of activities to increase visitor stays during the shoulder and off seasons, by undertaking a feasibility study on innovative packages to attract off season visitors, and developing marketing initiatives through co-operative ventures with local operators.
- * investigate and develop the concept of "Winter Retreats" for business conferences at Mount Cook, Lake Tekapo, Fairlie and Twizel, by undertaking a feasibility study and canvass of local operators.

Industry Liaison Ambitions

The Board is committed to developing a learning culture and environment for business in the District. In particular, it aim to:

- * facilitate the establishment of business associations in the townships, by collecting and collating information relating to all business activity in the area and encouraging local business owners to form professional associations.
- * organise a Kiwihost scheme throughout the area, develop a quality awards nomination scheme to recognise good service, and publicise the results of the scheme through media releases.
- * provide training opportunities for people wanting to establish a small business, by developing proposals for Board support for training business operators, and by providing training seminars on business operations.

In addition, the Board intends to improve co-operative marketing efforts with other Tourism Boards by 1997. It will host a tourism board conference in Twizel, and will develop closer relationships with the South Canterbury and Central Otago Tourism Boards, through the identification and promotion of mutually beneficial macro-marketing strategies.

Economic Ambitions

The Board targets a 10% increase in visitor numbers by 1998, and a corresponding 20% increase in visitor spending over the same period. To this end, the development and implementation of a formal marketing plan is a key priority.

Social Ambitions

The Board is committed to achieving a heightened community profile for itself and for the public's awareness of its role, thus leading to industry support of its functions through increased financial support.

PART H: PUTTING IT ALL TOGETHER

The Board was originally funded through a grant from Council of \$ 100,000 for each of the three years between 1996 and 1999. The original three year budget was established as follows :

Budget Item	Business	Tourism	Total
Telecoms, Postage and Printing	3,000	11,000	11,500
Venue Costs and Advertising	750	1,500	2,250
Award Plaques and Promotional Material	2,500	5,000	7,500
Research Assistance	8,000	6,000	14,000
Brochures, Photography, Graphic Design	8,000	24,000	32,000
Marketing Plan Assistance	3,000	3,000	6,000
Administration	75,000	75,000	150,000
Internet Connection and Home Page	3,000		3,000
Independent Auditor	5,000		5,000
Subsidy for Trainers	3,000		3,000
Media Hosting		10,000	10,000
Newsletter Production		4,000	4,000
Display Hire		2,000	2,000
Conference Organisation		1,000	1,000
Joint Venture Research		5,000	5,000
Not Allocated	18,750	22,500	41,250
Totals	130,000	170,000	300,000

The most recent benefits to the district which have resulted from this investment include :

- * a new General Manager employed
- * 300 advisory contacts
- * promotional pamphlet
- * 6 public meetings
- * research information compiled
- * Mackenzie District promoted at annual Tourism Rendezvous New Zealand (TRENZ)
- * awareness of Board activities raised with local operators and with New Zealand Tourism Board
- * training workshop held on tendering for contracts
- * community awareness raised through regular media releases.

As the work of the Board continues past the initial three year funding guarantee offered by Council, the availability of funds to support its work is limited by Council's ability to levy further rates to support economic development. Thus, the Council could at any time veto the Board's funding, and the current resource constraints on the Board's ability to foster business and tourism development could turn into a complete winding up of its activities.

The statement of intent for the years 2000-2002 call for a consistent annual contribution of \$ 112,434 from Council rates, with income from other sources moving from \$ 12,500 in 1999/2000 to \$ 30,000 in 2001/2002. If this level of funding is committed, then the Board agrees to be responsible for :

- * formulation of a vision regarding the economic and business development initiatives within the District
- * development of strategy and direction to support such a vision
- * approval of the annual activity plan to action such strategy
- * employment of a suitably qualified person to manage the Board's affairs.

This Plan is intended to be a living document, and will be continually reviewed in order to ensure that it continues to reflect the changing environment in which the Board operates. In particular, the Board will :

- * deliver an annual report by 28th of February which will include a Chairman's report, financial report against budget, comment on any financial variances, activity report based on the objectives of the current annual Plan.
- * deliver a draft statement of intent for the next financial year by 30th April, to include the Board's view on national economic trends, anticipated impacts on the local economy, and strategies developed in relation to those trends.
- * deliver an interim report by 31st August, to include a Chairman's report, statement of achievement regarding annual plan objectives, financial report showing year to date performance against budget and explaining any financial variances.

In addition, in conjunction with Council, the Board is responsible for carrying out a full review of the Tourism and Development Strategy every three years, to coincide with the review of Council's own Long Term Financial Strategy.

**TOURISM AUCKLAND
STRATEGIC BUSINESS PLAN 2000-2003**

**TOURISM AUCKLAND
DECEMBER, 1999**

PART A : ABOUT THIS TOURISM PLAN

This Plan was prepared by Tourism Auckland in December, 1999. It aims to provide our stakeholders with a clear understanding of the long term strategies that have been put in place to maximise the economic and social benefits of tourism to people in the Auckland region. It also highlights opportunities that fall outside of the current scope of Tourism Auckland's business, but which could significantly enhance the region's tourism and economic performance. This first section provides some brief details about how the plan was prepared.

Plan Author

Tourism Auckland is the recognised regional tourism organisation for the Auckland region, and operates with more than 20 full time equivalent staff from a base in Auckland City. Tourism Auckland is an autonomous organisation, governed by an independent board of trustees and primarily funded by the Territorial Local Authorities who operate within the Greater Auckland urban area - less than 10% of its operating income is generated by local tourism industry operators.

Participation and Involvement

Over the past three years, Tourism Auckland has provided the foundations for :

- * projecting a compelling image of Auckland as a visitor destination
- * growing awareness of the region through optimum media coverage of the mega events of 1999/2000
- * developing a high quality network of Visitor Centres to deliver information to regional visitors
- * growing Auckland's market share of convention and incentive business
- * establishing an effective Internet Website for Auckland

The material contained in this Plan will build upon those foundations to guide the strategic direction of Auckland's tourism industry over the medium to longer term future.

PART B : PLAN FOUNDATIONS

It is really important that this regional tourism plan is successful in meeting the needs of all local residents. Therefore, this section highlights the main lifestyle features which make the Auckland region a special place for people to live, and uses these features to influence a foundation vision for what future tourism in the region should look like.

Important Lifestyle Features

The Auckland Harbour and Hauraki Gulf are the defining features of Auckland and give the region its unique competitive advantage as a visitor destination. No other New Zealand city has this natural marine environment. In addition, not only is Auckland home to New Zealand's largest urban population, but it is the world's largest Polynesian city, with great potential to harness the energy, enthusiasm and creativity of our many Polynesian cultures. The immense cultural diversity within our city is highly significant in terms of both business travel and visiting friends and relatives. Finally, the city's vibrant urban sophistication is counterbalanced by a range of very different wilderness experiences in close proximity to each other, including the Hauraki Gulf and the Waitakere Ranges.

Vision for the Future

The Board of Tourism Auckland has set the organisation four broad goals :

- * a **Leisure Marketing Goal** to increase visitor numbers, length of stay and spending, by positioning Auckland as a distinct and competitive visitor destination with continuously compelling and current reasons to visit.
- * a **Business Marketing Goal** to increase convention and incentive visitor numbers and expenditure by positioning Auckland as New Zealand's leading convention and incentive destination.
- * a **Management Goal** to maximise the effective use of resources by conducting its business in accordance with professional commercial management principles.

- * a **Leadership Goal** in the regional and national tourism industry to develop infrastructural advancement and co-operative relationships to maximise industry effectiveness and increase awareness amongst regional and national communities of the importance of Auckland tourism.

In pursuit of these four goals, and working in partnership with local Councils and the local tourism industry, Tourism Auckland aims to :

“maximise the economic and social benefits to the people of the Auckland region by marketing the region as a leading Pacific visitor destination. Tourism Auckland will provide visitors and potential visitors with relevant quality information before and during any visit to the Auckland region”.

PART C : THE LOCAL TOURISM INDUSTRY

Tourism on both a global and a national scale is showing huge growth potential, and is currently growing at a faster rate than almost all other industries. It is already the world's largest industry in terms of gross output, and is expected to double in sales volume between 1999 and 2010. Globally, tourism accounts for 10.9% of all consumer spending and 6.9% of all government spending.

International tourism is already New Zealand's largest export industry, accounting for 16% of the country's exports and earning approximately \$ 4.3 billion per annum in export earnings. If estimated domestic tourism earnings of \$ 4.8 billion are added to that figure, tourism is believed to support one out of every twelve New Zealand jobs, a similar proportion to the 8% of all world-wide jobs which were created by the travel and tourism industry in 1999.

In Auckland, and more than ever before, tourism has become a main source of employment and business activity across a wide spectrum of service, retail, and manufacturing industries. The region has captured the world's attention through the major events of 1999 and 2000, and the opportunities and momentum generated by these mega events need to be maintained. However, the city does not have a compelling and consistent image as a tourism and business travel destination, and one of Tourism Auckland's main tasks is to present both international and domestic visitors with a simple and focussed brand message that will ideally reflect Auckland's unique competitive advantages.

Transport

Auckland is the main international gateway to New Zealand, and a Pacific hub for many of the 27 international airlines using Mangere Airport. It is also the start point for most international visitors' touring itineraries, including well established routes like the Pacific Coast Highway and the Twin Coast Discovery. However, Auckland has an extremely limited public transport system to take visitors to parts of the region that would undoubtedly provide interest for them if they were easily able to get there.

Accommodation and Attractions

Though many other New Zealand regions are hindered in their tourism progress by a lack of hotel rooms, current developments in Auckland have removed the limitations to growth that existed in the mid 1990s. By June 2000, the city will have 7500 three, four, and five star hotel rooms (including all suites) and this room capacity surplus will endure beyond the three year term of this Plan.

Auckland is home to the biggest and best range of family holiday attractions in New Zealand. Sky Tower, Kelly Tarlton's, Auckland Museum, Rainbow's End, Auckland Zoo and MOTAT, Fullers Cruises, IMAX, Auckland Observatory, the National Maritime Museum, the NZ Cup Village, Glenbrook Steam Railway and the Howick Historical Village surely provide one of the best 'menus' for a great family holiday and an experience of a lifetime for children. However, there is a need to maximise the impact of existing and new attractions by clustering together activities and destinations with a common theme, and promoting the resulting cluster to attract specific visitor segments, to encourage longer stays, and to highlight different facets of the Auckland region. 'Tourism Clusters' offer further ways to focus visitor attention on what interests and motivates them - concepts such as "Winemakers of Auckland", "Art out West", and a larger focus on art and culture (including all of the energy, vibrancy and creativity of our Maori and Polynesian society) are examples of tourism clusters which link similar products.

Auckland’s tourism ‘products’ are located across a wide geographic area. The development of ‘tourism precincts’ will improve our ability to be a major destination rather than just a gateway – tourism precincts are linked but dissimilar tourism experiences that occur in close proximity to each other and offer a relevant attraction for our visitors. Examples are Clevedon, Parnell, the Viaduct Basin, Mission Bay to St. Heliers waterfront, Waiheke Island and the Gulf, Devonport, Takapuna, the Waitakere Ranges, Titirangi and Orewa. It is important that well known touring routes, such as the Twin Coast Discovery, incorporates Auckland regional precincts – by identifying and focussing on a limited number of precincts, we can encourage local business co-operation in promotion, transport access, and product development. The Auckland region’s limited public transport system means that precincts will need to be feasible in terms of access if they are to be successful.

Finally, tourism infrastructure needs to be improved to help address the significant seasonal fluctuations in demand. The current lack of a major purpose-built convention centre severely limits our ability to address this seasonality. In addition, Auckland lacks a major Events Agency with the responsibility for initiating and promoting events to attract visitors to Auckland year round; perhaps as a result, the links between tourism and sport have not been adequately developed in Auckland.

Tourism Marketing

Auckland is a major New Zealand destination, worthy of positive promotional exposure and support. However, the New Zealand Tourism Board does not currently acknowledge that position, nor Auckland’s importance to the overall New Zealand tourism effort, and its contribution to the national economy, is therefore inadequately understood. At the same time, the region faces increased competition, both domestically and internationally, from other destinations keen to capture market share.

To counter these challenges, there is a need for a greater focus on tourism-related marketing and development. The collective strength of the travel industry needs to be better utilised to expand the distribution of Auckland tourism product, and more detailed, comprehensive, and timely assessments of sector performance and market share analysis are critical - these benchmark measures of tourism performance are sadly lacking in many New Zealand regions, and Auckland is unfortunately no exception. However, the majority of New Zealand’s inbound tour operators, wholesalers, destination management companies, professional conference organisers and tourism companies are headquartered in Auckland, and the co-operative process will be that little easier to establish as a result.

PART D : TOURISM’S ECONOMIC IMPACTS

A McDermott Fairgray/Ernst and Young report, commissioned by Tourism Auckland and the Auckland City Council in November 1999, has analysed the economic impact of international and domestic tourism in Auckland in the year to June 1999. During that period, Auckland hosted an estimated 13.8 million visitor nights (8.1 million international and 5.7 million domestic). It was estimated that these visitors spent \$ 1528 million in Auckland in 1999, \$ 970 by international visitors and \$ 558 million by domestic visitors. This spending generated an economic impact of \$ 1556 million value added in the Auckland economy, equivalent to 4.8% of regional GDP, and tourist spending sustained some 31,500 full time equivalent years of employment in the region.

Visitor Spending and Job Creation

The economic benefits of tourism are not evenly distributed amongst the four cities and three districts of the Greater Auckland region. The table below estimates the final destinations for both visitor spending and job creation, divided up by local government catchment area.

Tourism Benefits in the Greater Auckland Region				
Local Authority Region	Value Added Spending (\$ millions)	Value Added Spending (% of Total)	Employment Created (FTE-years)	Employment Created (% of Total)
Auckland City	1,013	65.1	19,760	63.0
Manukau City	204	13.1	4,350	14.0

North Shore City	134	8.6	2,970	9.3
Waitakere City	80	5.2	1,820	5.6
Rodney District	61	3.9	1,380	4.3
Papakura District	33	2.1	600	1.8
Franklin District	31	2.0	640	2.0
Totals	1,556	100.0	31,520	100.0

PART E : TOURISM'S ENVIRONMENTAL IMPACTS

Researcher's Note : there is no section of this strategy which alludes to tourism and the environment.

PART F : TOURISM'S SOCIAL IMPACTS

Tourism, more than any other industry, needs community support to prosper - not only does the community invest time, money and people to support their industry with the infrastructure it needs, the visitors' experience is shaped very significantly by their contacts with local people.

Community Issues

The contribution of tourism, as one of Auckland's main economic powerhouses, is not well understood by the community in general and local government specifically. Therefore, we face a situation in which Tourism Auckland still operates under a local government and local tourism industry funding system which is unreliable and badly in need of improvement. In addition, four specific issues have been identified in relation to the effective communication of tourism's benefits to Auckland residents :

- * Auckland residents need to be better informed about tourism options in the region, in order to influence the very significant (domestic and international) visiting friends and relatives market
- * delivery of Visitor Centre information within the region needs to be improved, which in turn should improve Visitor Centre profitability
- * better utilisation of advanced information technology is required to improve regional information provision and reservations handling
- * Tourism Auckland needs to improve the quality of communications with its stakeholders

PART G: LOCAL TOURISM TARGETS

Previous parts of this Plan have identified a number of issues which materially affect the chosen strategic direction for tourism development in the Auckland region. These issues are used to highlight Tourism Auckland's broad ambitions for the visitor industry of the future, and to state specific objectives for each category of ambition. This Plan contains an initial set of five core marketing objectives, though priority also has to be given to a further three supporting objectives. The eight major objectives for this Plan are :

1. a **branding objective** to co-ordinate the promotion of the Auckland regional brand
2. a **seasonality objective** to attract visitors to the region at optimal times
3. a **revenue objective** to provide reasons for visitors to stay longer and spend more in the region
4. a **quality objective** to encourage the industry to ensure that the Auckland Experience exceeds visitor expectations, so they will want to come back or recommend Auckland to other visitors
5. a **communications objective** to develop Visitor Centres to operate on a self-funding basis to assist in the maximising of visitor spend and length of stay
6. an **events objective** to assist in co-ordinating events across the region
7. an **infrastructure objective** to assist in developing Auckland's tourism infrastructure
8. a **self-evaluation objective** to effectively monitor and communicate ongoing performance levels.

The integrated strategies developed to achieve these objectives will be implemented by Tourism Auckland, in partnership with the region's tourism industry and local government, and are briefly described in the paragraphs which follow.

Branding Objective

A priority objective, for both the international and domestic markets, is to develop a compelling and unique brand for the Auckland region that is acceptable throughout the region and across relevant industry groups. In support of this objective we need to :

- work with our Local Authority stakeholders to overcome an absence of regional cohesion
- develop promotional material for both trade and consumers that is both compelling and user friendly
- raise awareness of Auckland as a destination by increasing exposure in offshore media including editorials and guidebooks; and in domestic media including press, television and magazine editorials.
- Maintain a leadership position in the New Zealand Media Resource Unit at a level that is appropriate to international media interest in New Zealand and its events.
- work with the New Zealand Tourism Board to regain Auckland's profile in their global marketing strategy, including public relations activities and the NZTB international media programme

Seasonality Objective

A number of infrastructural issues are critical in Auckland's fight to create relevant reasons for travel in traditional off-season periods. However, notwithstanding our seasonal imbalance, infrastructural capacity will still exist in peak months over the period 2000 to 2003. Tourism Auckland therefore needs to :

- stimulate shoulder and low season visitor volumes
- generate new reasons to visit Auckland at off-peak times, especially winter
- continue to develop and promote products to stimulate demand in peak months
- continue to implement co-operative marketing campaigns with Australian wholesalers and local tourism operators to attract visitors to Auckland as a short break destination

Revenue Objective

If tourism is to make a larger economic contribution to the Auckland region, it will be necessary to (a) obtain larger numbers of visitors or (b) persuade existing visitors to stay longer and do more. Auckland has the biggest and best range of family attractions in New Zealand, but campaigns are required to raise awareness of these leisure activities and events. Bundling them into a cohesive package to attract children (and therefore families) is critical. Tourism Auckland needs to pursue these targets by striving to :

- identify and develop new growth opportunities in Australia, the UK, the USA and Japan
- increase Auckland's exposure in material produced by wholesalers, inbound tour operators, professional conference organisers, and destination management companies. This includes delivering refreshed destination messages, training and product development
- provide major wholesalers and inbound operators in the region with new Auckland 'stories' and imagery to be used in their off shore marketing
- establish a closer relationship with Air NZ and Qantas in developing leisure travel from Australia
- work with other regions to further strengthen existing 'touring route' concepts to ensure greater Auckland prominence
- increase the length of stay in the region by providing visitors with high quality information and bookings services in Visitor Centres
- co-ordinate three major co-operative advertising campaigns each year, two on either side of the traditional high season, and one in December/January
- identify all feasible and visitor relevant precincts in the first year. Over three years, the precincts will be promoted, and encouraged to work together
- identify, reinforce and promote existing clusters. Each year, one new major cluster will be identified to keep the 'Auckland story' fresh.

Quality Objective

Considerable progress has been made in changing perceptions of Auckland in the past year. The Jafa campaign has worked well, in the zone within four hours drive of Auckland, in increasing the awareness of Auckland's leisure activities. This progress will be maintained by Tourism Auckland striving to :

- ensure that visitor centres offer quality information and services as well as relevant products for sale
- develop the Tourism Auckland Website into an online source of information and booking service for visitors. Any synergies with the NZ Tourism Board Website will be explored, and development may be undertaken with other regions to share development costs towards a national solution

Communications Objective

Tourism Auckland needs to ensure that its activities are clearly communicated to all stakeholders and will achieve this by aiming to :

- communicate directly with consumers through key operators who already have direct relationships with consumers (e.g. airlines and hotels). For example, a key opportunity exists to communicate to Australian backpackers prior to their arrival in Auckland
- report to all major stakeholders on a quarterly basis
- conduct regular briefing forums (in conjunction with local authority representatives) and other communications to tourism industry organisations throughout the region
- present an annual briefing forum to Auckland local politicians and to Auckland-based MPs
- conduct regular communication and briefings with New Zealand tourism organisations and media.

Events Objective

In order to increase total visitor numbers to Auckland, whilst evening out the present severe seasonal imbalances in visitor numbers, Tourism Auckland will :

- operate co-operative campaigns with convention and incentive sector partners to attract business visitors from Australia and the USA
- target the international conventions and incentive programmes of New Zealand based associations and companies
- work with major sporting associations to increase the number of out of town visitors attending events

Infrastructure Objective

The lack of a purpose built convention centre has already been identified as a weakness in Auckland's tourism product range. To this end, Tourism Auckland will :

- play a leadership role in working with the industry and investment sectors in bringing together a specific and compelling business case for a centre to be built
- produce a feasibility study on development of a major convention centre by June 2002

Self-evaluation Objective

The tourism sector in New Zealand has lacked adequate and accurate performance measures. Tourism Auckland will, in the first year, develop specific performance benchmarks to report on :

- specified measurable targets for increased international visitor and convention delegate numbers, increased length of stay, improved perceptions of Auckland as a leisure and business destination
- specified measurable targets for increased domestic visitor and convention delegate numbers, increased length of stay, improved perceptions of Auckland as a leisure and business destination
- progress towards establishing a regional events strategy for Auckland
- progress in assembling a successful business case for the development of a major convention centre, tourism precincts and tourism clusters
- equivalent advertising value of all media coverage generated for the region
- monitoring and analysis of the financial management of the organisation
- Auckland's benchmarked performance against that of other regions
- Changes in employment growth in tourism in Auckland

PART H: PUTTING IT ALL TOGETHER

To produce results, this activity requires consistent funding delivered on a three year rolling basis. Growth over current levels of tourism funding is essential over the coming three-year period, as the region is likely to see a drop in economic activity following recent one-off mega events. It is critical to invest these funds now, or the momentum created by these events will be lost. Funding should reflect the importance of tourism to the region as a whole, as well as to each individual Local Authority region, and is necessary to enable Tourism Auckland to successfully expand and sustain effective marketing.

At present, Tourism Auckland's funding structure and base is neither adequate nor equitable. Funding is supplied by all seven local authorities, but on an extremely disproportionate basis. Auckland City is the

main contributor at 82% of local government funding (\$ 1,504,000), including funds for the management of two central city visitor centres. Manukau, North Shore and Manukau collectively provide a further 17% of funds, whilst the three district councils provide around 1% of the total Tourism Auckland funding base. It is clear that, in keeping with the unified destination marketing and development package outlined in this Plan, the local authority funding basis and structured will need to be re-examined.

Any new formula needs to take into account current contributions to tourism marketing as a whole rather than just a local government contribution to Tourism Auckland. Tourism is more developed in some areas than in others, and some local authorities have clearly more to gain than others. The table below contrasts the current funding breakdown (Column A) with a revised budgetary total and allocation based on an Auckland Regional Council model (Column B); and with a third option which resulted from a recent (TTA Limited) survey of tourism employment with in the region.

Current and Future Funding Models for Tourism Auckland						
	Column A		Column B		Column C	
Local Authority	Dollar Budget 1999/2000	Percentage Budget 1999/2000	ARC Model Dollar Budget	ARC Model Percentage Budget	TTA Model Dollar Budget	TTA Model Percentage Budget
Auckland City	1,504,000	82.4	1,469,100	49.8	1,150,500	39.0
Manukau City	145,000	7.9	463,150	15.7	531,000	18.0
North Shore City	85,000	4.6	460,200	15.6	531,000	18.0
Waitakere City	77,500	4.2	295,000	10.0	531,000	18.0
Rodney District	5,000	0.3	144,550	4.9	59,000	2.0
Papakura District	10,000	0.5	64,900	2.2	118,000	4.0
Franklin District	2,000	0.1	53,100	1.8	29,500	1.0
Sub-Totals	1,828,500	100.0	2,950,000	100.0	2,950,000	100.0
Industry Funding	400,000		600,000 *		600,000 *	
Totals	2,228,500		3,550,000		3,550,000	
* Less reliance will be placed on funding from central city hotels and more on a greater involvement from the wider Auckland business community who are the primary benefactors of domestic marketing initiatives.						

The annual funding requirement for Tourism Auckland is therefore \$ 3,550,000, adjusted annually to compensate for increases in the CPI. This will enable significantly increased domestic and international marketing, events strategy and infrastructure development. In order to implement a major events strategy for the Auckland region, seed capital funds of \$ 800,000 will be required, along with a further \$ 300,000 per annum in operational costs. These annual and seed funding levels are simply estimates at this point – the results of strategic planning sessions will quantify this funding more accurately.

An increase in funding for Tourism Auckland is essential to continue the momentum of the current events and keep pace with other regions as they become significantly more aggressive. Significant opportunities exist if the region works together in attracting major events, and develops its capital assets in a cohesive manner.

10.9 Appendix I : Resident Strategy Review - Correspondence and Survey

Dear

Review of Local Tourism Planning for your District

As part of my studies towards a Doctor of Philosophy degree through Massey University at Albany (Auckland), I am currently gathering local resident opinion of local tourism industry policy and practices in four separate areas of New Zealand. The (Coro/BOP/Mack) district is one of these areas, and your name is one of 400 randomly chosen from the area's Register of Electors to receive this letter. My supervisors at Massey are Professor Stephen Page and Dr. Mark Orams, either of whom will confirm the nature and content of this research project.

The international tourism industry is widely recognised as an important contributor to the health of the New Zealand economy, and there is keen media interest in the economic impact of rising (or falling) international visitor numbers. However, from a regional or local point of view, there is much more to tourism than just the economic contribution made by overseas visitors - it is local communities who inherit the task of welcoming visitors into their own particular corner of New Zealand, and it is local communities who are exposed to all of the costs and benefits that those visitors bring with them. For many such communities, though international visitors are indeed an important part of their involvement with tourism, it is at least equally important to recognise the impact of visitors from other parts of New Zealand.

Planning responsibility for tourism at a local level is often assumed by local government, though many district councils have further delegated that responsibility to a specially created regional tourism organisation. In both instances, however, the driving force behind the local tourism plan is primarily to ensure that the local community enjoys the maximum benefit from tourist activity, and that benefits should be available to local people at minimum cost. The purpose of this research project is to gather resident views on how effectively this aim is being achieved in their own local areas.

This letter therefore asks you to take part in a simple three step process that will allow me to include your own opinions in a measure of local attitudes to the visitor industry in your area.

1. Complete and return the attached coupon to show your willingness to take part. A postage-paid envelope is enclosed for that purpose.
2. You will then be mailed a summary of the tourism plan that has been prepared for the future of the visitor industry in your area. This document will take about 30 minutes of your time to read. You will also be sent a brief questionnaire which asks for your opinions about several aspects of the tourism plan you will have just read. The questionnaire should take about 15 minutes to complete.
3. You will then be asked to return the completed questionnaire to me, again in a reply-paid envelope.

As a result of these surveys, I hope to be able to produce a review of local resident attitudes to the development of tourism in local areas of New Zealand, and to assess the extent to which residents support their local visitor industry. I hope you will appreciate the need to present a fair and unbiased picture of local attitudes, and that you will therefore agree to this request for participation. Thank you for taking the time to read this letter.

Sincerely
Ken Simpson

Response Slip :

I agree to participate in the Review of Local Tourism Planning for my District, and understand that my involvement is restricted to reading a summarised version of my local tourism plan and to giving my opinion about the content of that plan. I also understand that my answers will be treated as anonymous and confidential, and will not be reported in a way that identifies me as an individual.

Name :

.....

Mailing Address :

.....

.....

Dear

Thank you so much for agreeing to take part in my opinion survey relating to the local tourism development plan prepared for your area. This letter is to explain the details of what I would like you to do.

Your local area tourism plan

One of the documents enclosed with this letter is an eight page summary of the tourism development plan prepared for your local area. The summarising has been done by me and represents my best efforts to present a clear and concise picture of what is proposed for tourism in your area. The document is divided into eight separate sections, each covering a particular aspect of local involvement with tourism.

The local tourism plan evaluation

The other document is an eight page checklist which allows you to give your opinions about your local area tourism plan. It also has eight parts, each corresponding to a section in the tourism plan itself, and questions are usually answered by ticking what you feel is the most appropriate option in relation to any given question.

The evaluation process

Although people do differ in the way they best read and understand written material, it might be a good idea to first of all read the local tourism area plan, from start to finish, before even looking at the plan evaluation. Having done that, then read each section of the plan separately before completing the evaluation questions on that section. Your completed evaluation should then be returned to me in the envelope provided - there is no need to return the local area tourism plan document itself.

I do hope that you will find this process interesting and informative, and take this opportunity to once more thank you for your invaluable assistance.

Sincerely
Ken Simpson

Dear

Local Area Tourism Plan Evaluation

Earlier this year, you very kindly agreed to assist me with my university studies by completing an evaluation of the tourism plan prepared for your local area. A copy of the tourism plan, and an evaluation form for completion, were sent to you on the xxth of xxxxxxxx. As I do not appear to have received a reply from you, this letter is sent as a gentle reminder.

I am fully aware that I am asking for a considerable commitment of your time in completing this survey for me – this was the reason for deciding to ‘ask for volunteers’ in the first place – but I’m equally conscious of the need for me to gather a reasonably good cross-section of responses before drawing any conclusions from survey results. In other words, your thoughts and opinions are essential if local resident views are to be fairly portrayed.

I have enclosed a duplicate copy of both tourism plan and evaluation sheet with this letter, and ask you to take the small amount of time necessary to contribute to resident opinion in your area. Although people do differ in the way they best read and understand written material, it might be a good idea to first of all read the local tourism area plan, from start to finish, before even looking at the plan evaluation. Having done that, then read each section of the plan separately before completing the evaluation questions on that section. Your completed evaluation should then be returned to me in the postage paid envelope provided - there is no need to return the local area tourism plan document itself.

I do hope that you will be able to comply with this request for assistance, and take this opportunity to once more thank you for your co-operation.

Sincerely
Ken Simpson

LOCAL TOURISM PLAN EVALUATION



This survey is designed to find out how people in your area feel about future plans for developments in the local visitor industry. It is divided into sections, each of which directly relates to a part of the summarised local tourism plan which has also been enclosed. The questions in each section are answered by choosing one of a number of boxes to tick, although the last section of the survey has been provided for you to volunteer any other comments you think are important.

There is no real 'best way' to go about completing the survey, as different people each have their own ways of reading, thinking and writing. However, when I tested this with a small number of friends, what seemed to work quite well was to read each section of the local tourism plan one at a time and in order (A, then B, then C and so on) and stop to fill in the corresponding section of this survey form before going on to the next section. When the survey is done in this way, it seems to take about 40-45 minutes to complete.

PART A : ABOUT THIS TOURISM PLAN

This part of the tourism plan describes the background behind how it came to be written and who were the main people involved in writing it. The questions in this section ask for your views on how effective this process has been, and whether it is important to involve a wide variety of people when deciding the plan's content.

1. What do you think of the plan's choice of a time frame within which to decide on its tourism development targets ?

Extremely Poor	Poor	Satisfactory	Good	Extremely Good
----------------	------	--------------	------	----------------

2. What do you think of the way that central, regional and/or local government was involved in preparing this plan ?

Extremely Poor	Poor	Satisfactory	Good	Extremely Good
----------------	------	--------------	------	----------------

3. What do you think of the way that local tourism firms or organisations were involved in preparing this plan ?

Extremely Poor	Poor	Satisfactory	Good	Extremely Good
----------------	------	--------------	------	----------------

4. What do you think of the way that existing groups of visitors/tourists were involved in preparing this plan ?

Extremely Poor	Poor	Satisfactory	Good	Extremely Good
----------------	------	--------------	------	----------------

5. What do you think of the way that other local individuals and organisations were involved in preparing this plan ?

Extremely Poor	Poor	Satisfactory	Good	Extremely Good
----------------	------	--------------	------	----------------

6. Overall, what do you think of the way that the plan allowed all interested parties to take part in the planning process ?

Extremely Poor	Poor	Satisfactory	Good	Extremely Good
----------------	------	--------------	------	----------------

7. Overall, how important is it to you that the planning process allows all interested parties to take part ?

Extremely Unimportant	Unimportant	Some Importance	Important	Extremely Important
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PART B : PLAN FOUNDATIONS

This part of the tourism plan establishes those aspects of the local way of life that are really important to residents. It describes the values that influence local people's lifestyle, and uses these values to support a 'vision statement' of what the local visitor industry should look like in the future. The questions in this section ask for your views on how effectively these aspects have been described in the plan, and whether it is important to take values, lifestyle, and future vision issues into account when deciding the plan's content.

8. What do you think of the way that the plan describes locally important values ?

Extremely Poor	Poor	Satisfactory	Good	Extremely Good
----------------	------	--------------	------	----------------

9. What do you think of the way that the plan describes locally important lifestyle features ?

Extremely Poor	Poor	Satisfactory	Good	Extremely Good
----------------	------	--------------	------	----------------

10. What do you think of the way that the plan describes the overall quality of life in your area ?

Extremely Poor	Poor	Satisfactory	Good	Extremely Good
----------------	------	--------------	------	----------------

11. What do you think of the way that the plan describes a vision for the future of tourism in your area ?

Extremely Poor	Poor	Satisfactory	Good	Extremely Good
----------------	------	--------------	------	----------------

12. Overall, what do you think of the way that the plan describes important local issues and vision for the future ?

Extremely Poor	Poor	Satisfactory	Good	Extremely Good
----------------	------	--------------	------	----------------

13. Overall, how important is it to you that the plan deals effectively with important local issues and vision for the future ?

Extremely Unimportant	Unimportant	Some Importance	Important	Extremely Important
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PART C : THE LOCAL TOURISM INDUSTRY

This part of the tourism plan describes the nature and extent of local tourism industry operations at present, and includes an identification of some currently important local tourism issues. The questions in this section ask for your views on how effectively the plan describes the local tourism industry, and whether it is important to take local tourism industry issues into account when deciding the plan's content.

14. What do you think of the way that the plan describes current visitor statistics for your region ?

Extremely Poor	Poor	Satisfactory	Good	Extremely Good
----------------	------	--------------	------	----------------

15. What do you think of the way that the plan describes the principal tourism sites in your area ?

Extremely Poor	Poor	Satisfactory	Good	Extremely Good
----------------	------	--------------	------	----------------

16. What do you think of the way that the plan describes the <u>nature of existing tourism infrastructure</u> ?				
Extremely Poor	Poor	Satisfactory	Good	Extremely Good
17. What do you think of the way that the plan describes <u>the current tourism industry capability</u> ?				
Extremely Poor	Poor	Satisfactory	Good	Extremely Good
18. <u>Overall, what do you think</u> of the way that the plan describes the current status of the local tourism industry ?				
Extremely Poor	Poor	Satisfactory	Good	Extremely Good
19. <u>Overall, how important is it</u> to you that the plan deals effectively with the current status of the local tourism industry ?				
Extremely Unimportant	Unimportant	Some Importance	Important	Extremely Important
PART D : TOURISM'S ECONOMIC IMPACTS <i>This part of the tourism plan describes the ways in which the local tourism industry affects the economy of the local area today, and how it might be expected to affect the local economy in the future. The questions in this section ask for your views on how effectively the plan describes these impacts, and whether it is important to consider economic issues when deciding the plan's content.</i>				
20. What do you think of the way that the plan describes <u>the importance of tourism to the economic development of the local region</u> ?				
Extremely Poor	Poor	Satisfactory	Good	Extremely Good
21. What do you think of the way that the plan describes <u>its relationship with national tourism policies</u> ?				
Extremely Poor	Poor	Satisfactory	Good	Extremely Good
22. What do you think of the way that the plan describes <u>the financial benefits of tourism to the area</u> ?				
Extremely Poor	Poor	Satisfactory	Good	Extremely Good
23. What do you think of the way that the plan describes <u>the employment creation ability of local tourism activity</u> ?				
Extremely Poor	Poor	Satisfactory	Good	Extremely Good
24. <u>Overall, what do you think</u> of the way that the plan describes the economic impacts of tourism ?				
Extremely Poor	Poor	Satisfactory	Good	Extremely Good
25. <u>Overall, how important is it</u> to you that the plan deals effectively with the economic impacts of tourism ?				
Extremely Unimportant	Unimportant	Some Importance	Important	Extremely Important

PART E : TOURISM'S ENVIRONMENTAL IMPACTS

This part of the tourism plan describes the ways in which the local tourism industry affects the environment of the local area today, and how it might be expected to affect the local environment in the future. The questions in this section ask for your views on how effectively the plan describes these impacts, and whether it is important to consider environmental issues when deciding the plan's content.

26. What do you think of the way that the plan describes the local physical environment ?

Extremely Poor	Poor	Satisfactory	Good	Extremely Good
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27. What do you think of the way that the plan describes the local climate ?

Extremely Poor	Poor	Satisfactory	Good	Extremely Good
----------------	------	--------------	------	----------------

28. What do you think of the way that the plan describes the flora and fauna which are important to your area ?

Extremely Poor	Poor	Satisfactory	Good	Extremely Good
----------------	------	--------------	------	----------------

29. What do you think of the way that the plan describes the relationships between visitors and the natural environment ?

Extremely Poor	Poor	Satisfactory	Good	Extremely Good
----------------	------	--------------	------	----------------

30. Overall, what do you think of the way that the plan describes the environmental impacts of tourism ?

Extremely Poor	Poor	Satisfactory	Good	Extremely Good
----------------	------	--------------	------	----------------

31. Overall, how important is it to you that the plan deals effectively with the environmental impacts of tourism ?

Extremely Unimportant	Unimportant	Some Importance	Important	Extremely Important
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PART F : TOURISM'S SOCIAL IMPACTS

This part of the tourism plan describes the ways in which the local tourism industry affects the people of the local area today, and how it might be expected to affect the local community in the future. The questions in this section ask for your views on how effectively the plan describes these impacts, and whether it is important to consider social issues when deciding the plan's content.

32. What do you think of the way that the plan describes current population statistics in your region ?

Extremely Poor	Poor	Satisfactory	Good	Extremely Good
----------------	------	--------------	------	----------------

33. What do you think of the way that the plan describes current land use and ownership patterns in your area ?

Extremely Poor	Poor	Satisfactory	Good	Extremely Good
----------------	------	--------------	------	----------------

34. What do you think of the way that the plan describes <u>community attitudes to tourism</u> ?				
Extremely Poor	Poor	Satisfactory	Good	Extremely Good
35. What do you think of the way that the plan <u>describes current tourism issues which are critical for residents</u> ?				
Extremely Poor	Poor	Satisfactory	Good	Extremely Good
36. <u>Overall, what do you think</u> of the way that the plan describes the social impacts of tourism ?				
Extremely Poor	Poor	Satisfactory	Good	Extremely Good
37. <u>Overall, how important is it</u> to you that the plan deals effectively with the social impacts of tourism ?				
Extremely Unimportant	Unimportant	Some Importance	Important	Extremely Important
PART G : LOCAL TOURISM TARGETS <i>This part of the tourism plan sets out the ambitions of the local visitor industry in terms of the targets that have been set for future local tourism. The questions in this section ask for your views on how comprehensive and realistic this section of the plan is, and whether it is important to set comprehensive and realistic targets when deciding the plan's content.</i>				
38. What do you think of the <u>quality of general and specific tourism industry ambitions</u> as outlined in the plan ?				
Extremely Poor	Poor	Satisfactory	Good	Extremely Good
39. What do you think of the <u>quality of economic ambitions</u> as outlined in the plan ?				
Extremely Poor	Poor	Satisfactory	Good	Extremely Good
40. What do you think of the <u>quality of environmental ambitions</u> as outlined in the plan ?				
Extremely Poor	Poor	Satisfactory	Good	Extremely Good
41. What do you think of the <u>quality of social ambitions</u> as outlined in the plan ?				
Extremely Poor	Poor	Satisfactory	Good	Extremely Good
42. What do you think of the <u>choice of strategies</u> by which the plan's ambitions are to be achieved ?				
Extremely Poor	Poor	Satisfactory	Good	Extremely Good
43. What do you think are the <u>chances of these ambitions being achieved</u> ?				
Extremely Poor	Poor	Satisfactory	Good	Extremely Good

44. To what extent do you think that these ambitions will <u>fairly distribute tourism's benefits throughout your area</u> ?				
Extremely Poor	Poor	Satisfactory	Good	Extremely Good
45. <u>Overall, what do you think of</u> the quality of the ambitions chosen by your local tourism plan ?				
Extremely Poor	Poor	Satisfactory	Good	Extremely Good
46. <u>Overall, how important is it</u> to you that the plan incorporates high quality strategic ambitions ?				
Extremely Unimportant	Unimportant	Some Importance	Important	Extremely Important
PART H : PUTTING IT ALL TOGETHER <i>This part of the tourism plan describes the allocation of responsibilities for making the plan work and for meeting the costs of the plan. The questions in this section ask for your views on how comprehensive this section of the plan is, and whether it is important to set up a detailed scheme for who is to implement the plan's content.</i>				
47. What do you think of the extent to which the plan <u>clearly assigns responsibility for implementation</u> ?				
Extremely Poor	Poor	Satisfactory	Good	Extremely Good
48. What do you think of the extent to which the plan <u>contains an effective system of review and evaluation</u> ?				
Extremely Poor	Poor	Satisfactory	Good	Extremely Good
49. What do you think of the way that the plan <u>estimates the costs of its implementation</u> ?				
Extremely Poor	Poor	Satisfactory	Good	Extremely Good
50. What do you think of the way that the plan <u>describes how costs of implementation are to be allocated</u> ?				
Extremely Poor	Poor	Satisfactory	Good	Extremely Good
51. <u>Overall, what do you think</u> of the recommendations made for plan implementation and review ?				
Extremely Poor	Poor	Satisfactory	Good	Extremely Good
52. <u>Overall, how important is it</u> to you that the plan has a high quality implementation and review section ?				
Extremely Unimportant	Unimportant	Some Importance	Important	Extremely Important

THE LAST WORD <i>So far this survey has asked you to provide answers to questions by just ticking boxes. In this last section, we invite you to comment freely on what is really good or really bad about the plan, and to add anything at all you think is important. It also asks for some details about yourself to help with making sense of the information collected by this survey</i>	
53. Are there any parts of this plan that you are opposed to, to the extent that you would wish to see them removed ? If so, what parts ?	
Empty space for answer to Q53	
54. Are there any aspects of visitor industry development which you would like to have seen in a local tourism plan, but which have not been included ? If so, what aspects ?	
Empty space for answer to Q54	
55. If you were to award a mark out of ten (10) for the extent to which you believe this plan is an appropriate framework for future tourism development in your area, what mark would you award ?	Empty space for answer to Q55
56. What is your gender ?	Male ☐ Female ☐
57. Into which of these age groups do you fall ?	Under 20 years ☐ 20-29 years ☐ 30-39 years ☐ 40-49 years ☐ 50-59 years ☐ 60-69 years ☐ 70 years or more ☒
58. Do you regard yourself as a Maori ?	Yes ☐ No ☐

59. Which of these categories best describes your highest level of education ?	No qualifications ☐ School Certificate ☐ Sixth Form/Bursary ☐ Trade qualification ☐ Tertiary Certificate ☐ Tertiary Diploma ☐ Tertiary Degree ☐
60. Which of these categories best describes your current employment ?	Not Employed ☐ Part Time Employed ☐ Full Time Employed ☐ Self Employed ☐
61. Which of these categories best describes your annual income before tax ?	Less than \$10,000 ☐ \$10,000-\$19,999 ☐ \$20,000-\$29,999 ☐ \$30,000-\$39,999 ☐ \$40,000-\$49,999 ☐ \$50,000 or more ☐
62. Are you currently employed in a job related to the visitor industry ?	Yes, Full Time ☐ Yes, Part Time ☐ No ☐
63. For how many years have you lived in your local region ?	
<i>Thank you for taking the time to complete the questions in the previous sections. The blank space below is provided for you to make any further comment, on any aspect of the visitor industry in your area, that you feel is appropriate or important.</i>	

Resident Strategy Review Comments

THEME ONE : PRODUCT DEVELOPMENT AND INFRASTRUCTURE	
Mackenzie District Issues	
A004	Need an airport at Twizel or Tekapo
A004	We also need more public toilets to be available - there is a dearth
A008	Emphasise rivers and lakes as important trout fisheries and holiday sites
A009	Promote high country hiking and tramping options, also hunting
A026	Farmstay based activity potential being ignored
A031	Roading, especially access to remote areas
A032	There are now opportunities for viticulture here
A032	Cycling tours should be promoted together with low crime rate for all outdoor activity
A046	Given the winter nature of many attractions, seems an obvious area for development
A051	A specific idea : art workshops
A052	Access problems for public onto farm land
A056	The road frontage cleared to give a clear view of town, a welcome sign erected
A056	The salmon farming industry is a potential icon
A062	The road wider on the entrance to Twizel, more signs to advertise that it's there
A063	Need more icons and activities to attract more visitors and extend their stay
A063	A professional survey of possible development sites might attract investors
A064	They also need new operators to develop products and services within the area
A069	Home stays
A076	Need to have the infrastructure and facilities to handle increased tourist numbers
A076	Need to encourage activities (things to do rather than things to see)
A082	More attention to educate visitors re road safety
A106	Potential for outdoor education and confidence courses for business
A106	A properly managed trophy hunting business could be viable in our area
A107	Newly established dairy industry
A124	Possible attention to nature and adventure tourism
A124	What is the anticipated future of regional ski-ing ?
Bay of Plenty District Issues	
B005	Improve the Pacific Coast Highway
B009	International airport for Tauranga
B009	Ferry service in Tauranga harbour
B009	Theme park for Mount/Papamoa
B009	Community/public pool for Papamoa
B010	A restaurant complex on the top of Mt. Maunganui with a gondola type approach
B010	Airport with its longer runway into an international airport for trans-Tasman tourists
B010	A local tram service across the harbour
B010	Tauranga has little to offer other than our lovely climate and natural scenery
B011	There is a lot more polish required to convince visitors this is where they should be
B027	Public transport needs ongoing support
B027	More attractions in form of local artists were questioned
B029	Need conference and other venues
B034	Allowing so many apartments in Mt. Maunganui may eventually deter tourists
B034	Driver education for some tourists could also be beneficial

B035	Will “the Strand” development be a good investment to look at the future
B035	A monorail from the Mount to downtown Tauranga (Strand area) would be unique
B040	Good roading will benefit us
B041	Details about planned accommodation i.e. how big, where ?
B044	Identify new areas that have potential to become tourist areas
B044	The basic facilities need to be addressed before enhancement for tourism begins
B053	Public transport seriously underdeveloped
B056	Why not have a market in the weekends at the park by the visitor information centre
B069	Country homestays should be encouraged
B113	There is no potential in Tauranga Airport
Coromandel District Issues	
C004	Local info centre could be more available, possibly more support from council
C009	More work on infrastructure, roads etc.
C009	Promotion of Mercuries, Waihi mining, Coromandel history, forests, Thames gateway
C014	Would like to see more police to help stop vandalism
C020	Development of air transport to area
C021	Arrange for fast sea and air transport
C021	Produce theme parks etc. Increase quality accommodation
C021	Accommodation area is a key
C021	Get the Kopu replaced - it's a real put-off
C027	Need training networks to create a skilled work force
C028	I think there should be a bus service around the Coromandel peninsula for tourists
C029	Development of continuous coastal walking track
C029	Why press for a ferry link if 95% of visitors are going to be travelling by car ?
C034	I'd like to encourage more market days for local craftsmen
C034	Improve Thames Coast road with “slow vehicle lanes” and pull over signage
C037	A gold based attraction as part of perhaps a “water feature” gardens would be feasible
C037	Encourage local coffee bars/tea rooms etc. to open on weekends
C041	I would like to see more adventure type tourism to attract young backpackers
C043	We are concerned re the coast road warnings trucks may cross the centre line
C044	Educational visits for study etc. could have greater emphasis
C056	I think local bodies should take more interest in the safety of some smaller operations
C057	Ferry service would be good until all Aucklanders decided to commute to work
C059	There is a severe lack of areas for short term or overnight mobile home travellers
C061	More quality accommodation for conferences etc. to encourage city businesses
C061	Not enough ecotourism promoted
C061	Eight special experiences - great, but need to ensure operators target these
C089	More detail on visitor education, especially road rules and stock sense
C095	Roads should remain as is - it gives a feel of “laid back slow pace” to the Coromandel
C111	To upgrade better roads means they would stay 2 days, we want them for a week
C124	Improvements in our streets to have visual impact
C124	I would also like to see an arts and crafts shop or cafe
C124	We need to have a boardwalk following the whole beach area
THEME TWO : GENERIC PLAN CRITICISM/CYNICISM	
Mackenzie District Issues	
A008	I feel the plan said a lot without saying much !

A009	Long on description and short on any real strategy
A011	Too ambitious
A024	Too much attention to “high ideals” and not enough to reality and achievable goals
A024	It is too ambitious for the financial state of the district
A024	They have not implemented a lot of what they said they would
A026	Too much emphasis on scenery, not enough on money earning activities
A029	This plan is too full of statements that sound good but will never be implemented
A040	I felt the time frame for a strategic vision was too short
A040	I felt that the plan was too short on vision and lacked pizzazz
A044	More information about local opportunities for short term and long term visitors
A048	Plan is boring
A052	Some factual errors re geographic features
A063	Plan is too complex
A064	Its very well having a strategy, but they haven’t put any of the elements in place
A066	The plan is fine, getting it acted on is another matter
A076	The scenic advantages of the area tend to dominate the Board’s planning
A080	I found it hard to find a plan amongst this report
A080	Tourism business capability section very negative
A083	Strong on theory but hopeless in practical issues
A083	Many nice words, covers all areas sufficient to please those who authorise the money
A086	Second half of the plan is vague and generalistic. Not enough specifics
A086	I know some of these things suggested have not been implemented
A086	Not enough detail on how things should be done and evaluation
A124	This plan is more of a position paper, needs some expansion re targets and methods
Bay of Plenty District Issues	
B001	Lack of specifics in much of what the Strategic Plan says
B001	A good plan outlines what is to be achieved and in what time frame
B002	More specifics and less about obscure marketing would clarify the document
B003	I would have liked to have seen more inclusion of the local area’s rich history
B004	Remember the region’s little towns, people and businesses, they make the difference
B005	There are parts of B and C that are very vague
B010	Basic ideas obscured in the flowery elaborate statements typical of bureaucracy
B015	This plan has commendable goals but the “how” these will be achieved lacks detail
B026	This plan is not specific to this region
B028	Just didn’t think the plan was specific enough
B031	There has been no specific part of our region spoken about
B031	It’s not strong on ideas as to how it is all going to happen
B031	Nowhere does it lay down what they are actually going to do
B032	Amazingly vague, with few if any specifics in relation to what they are on about
B032	Hard work to read and comprehend first time round
B040	It’s a good plan, one that will be hard to carry out
B041	More description would have been helpful
B050	It needs to be rewritten without the waffle
B067	More specifics, less vague philosophical type of statements
B067	I was disappointed and surprised at the poor quality of the Strategic Plan
B075	This has got to be one of the most boring strategic plans I have seen
B075	It contains nice points, none of which appear very concrete

Coromandel District Issues	
C005	Plan is well done but to me ambitions seem very high
C009	I feel more use should be made of our recent mining history
C013	Perhaps too many “agencies” involved
C013	Would give full marks but possibly less to the practice of same
C016	Plan sounds comprehensive, but in fact is restricted to those in the know
C016	More emphasis on maintaining wild areas, wetlands and Maori heritage sites
C016	Plan has high ideals but contrast between economic bonanza and attractive lifestyle
C016	There is no emphasis so far on Maori heritage
C021	Current visitor statistics seem too high
C021	More work required on tourism site descriptions and tourism industry capability
C029	The plan is long on theory but short on actual practical application
C036	The plan in general is laudable but I have serious reservations as to its implementation
C039	More emphasis on Maori history and cultural values (past and present)
C041	I think that, to a degree, the plan deals in generalities rather than labelling specifics
C057	Vision statement a bit idealistic
C061	Time frame too slow, too long
C065	Surely there are more principal sites here in the Coromandel
C067	Mercury Bay and Coromandel are different places
C074	A yearly indication of visitor requirements not seasonal holidaymakers
C089	The idea is very good, applying it will be a lot tougher
C104	More of our early history to show thing off with small cover charges
THEME THREE : HOST COMMUNITY ATTITUDES	
Mackenzie District Issues	
A011	I do not believe that local residents are as disinterested in visitors as described
A014	I do not believe the local community is disinterested in the tourists
A014	Local residents fear rampant development, doubt that tourism will bring any benefits
A022	Smaller districts much more hospitable and professional than described
A024	Many permanent residents like the area as it is, don't want a typical “tourist trap”
A026	More industry co-operation needed
A031	I like the ideas of areas working together
A032	We do indeed have very parochial attitudes to change in this district
A032	The businesses here do not attempt to “work together” very well
A032	We are basically not polite or helpful enough to our visitors
A040	I strongly agree with the negative references to parochialism
A046	Report assumes everybody wants increased tourism which may not necessarily be so
A048	We have yet to learn the importance of keeping tourists in our area
A051	Business people's “service” is sloppy and not friendly or worthy
A064	They need to work together to achieve total satisfaction to the consumer
A066	Much more emphasis on co-operation
A066	We need to get rid of greed and self interest and intolerance
A083	Tourism development is fragmented by each community wanting their own committee
A083	The ‘disinterested’ statement is made without foundation in most tourist centres
A089	How was our community classified as “disinterested in visitors”
A090	Market forces develop tourism and these plans will support growth, mitigate effects

A090	Community attitudes will have changed as the economic impacts affect these people
Bay of Plenty District Issues	
B001	Planners forget many retirees expect their lifestyles will be maintained
B010	Tauranga is a senior citizen's city that behaves like a small town
B011	There is dissatisfaction amongst Tauranga residents in regards to tourism
B027	I cannot wait to see tourism boom in our area
B035	NZ will be ruined by continued requirements of "Maori" to be involved in tourism
B035	Many residents are on fixed incomes and gain absolutely nothing from tourism
B071	Small community involvement in tourism business is marginalised
Coromandel District Issues	
C003	It can be very busy here in January, there is a huge sigh of relief when the rush is over
C003	We are aware that without the tourists we could not live here throughout the winter
C014	Wish visitors and their children were more thoughtful to permanent residents
C016	We cant have top class facilities and retain lifestyle attractions
C016	'Economic bonanza' is a pie in the sky and a stupid concept
C034	Let's not turn the entire peninsula into a New Zealand Surfers Paradise
C039	Tourism is about giving people an enjoyable experience, not extracting money
C039	Tourists who participate with the environment are more welcome
C041	Tourists add money colour and vitality to our communities
C043	We love our part of the Coromandel and would like it to remain in its present beauty
C044	I consider it unwise for a town's economy to be heavily reliant on the tourist industry
C050	Tourism world-wide is a multi-headed monster for good and evil
C050	Tourism development slowly slowly should be the catchcry
C057	Difficult to increase visitor numbers without some impact
C061	Business people not catering for tourists. "She'll be right" attitudes
C066	Plan succeeds in turning the area into a slot machine, mini Tauranga/Surfers
C090	Economic growth by tourism is a foolish exercise which will ruin our unique heritage
THEME FOUR : TOURISM MARKETING	
A004	Winter tourism is to be encouraged
A004	More could be made of Lake Ruataniwha
A009	Target visitors to stay for more than one night - we are a conduit for Queenstown
A014	Some follow up on invited tourists, after their return home
A017	More specifics on how the area will be marketed
A017	More specific goals of bed nights or tourist dollars, also some time framing
A031	I think it is important to consider the whole year when promoting the area
A031	Effective advertising and promotion internationally and domestically
A031	Demographics and culture of visitors
A031	The encouragement of high standards of service is vital
A031	Needs to include recognition of cultural differences amongst visitors
A031	Need strategies to collect accurate statistics relating to visitor numbers
A032	The area could be known as "the Vale of Shadows", with our ever changing light
A050	What do the tourists want - and is it the sort of thing our region wants to provide ?
A052	Internet advertising
A053	Get tourists to stay longer and use some of our hidden assets e.g. Lake Opuha
A058	There needs to be new visitor surveys conducted, visitor make up changes rapidly
A061	Marketing as a stand alone option not viable, better as part of Greater Canterbury

A062	Do a bit of a push towards a dam theme
A064	Steer clear of the mass market and concentrate on presenting an image of quality
A064	Stakeholders need to ensure what attracts visitors today will hold its appeal in future
A076	The plan sees winter as an off season instead of an opportunity !
A083	More to encourage more New Zealanders to the Mackenzie
A083	Some promotion on local events and activities
A107	Using the local schools in promoting the district
A124	Aoraki/Mount Cook is a major tourist icon, needs to be better profiled
Bay of Plenty District Issues	
B024	Overseas tourists and fellow New Zealanders are very separate “clients”
B025	Marketing too exclusive and tightly focussed - not broad enough
B026	Tourists will come if there are things to do, things to see, fun to have
B029	I would wish to see more provision for advertising both national and international
B034	Rotorua needs to be included in the area scheme to avoid unnecessary competition
B040	All visitors, however they come, are important
B040	Promoting Tauranga as a great place to visit will benefit us
B044	Tourism still seems ‘localised’, they should look at other areas that have potential
B050	What are tourists to do and see that they can’t find better elsewhere
B113	Most of tourism in BOP comes from population 200 km radius, not international
Coromandel District Issues	
C021	Promotion of the area needs a boost (Coro FM is good, but how about TV exposure ?
C035	Postpone Christmas School holiday of 10-15 days ?
C044	Visitors will come because of the natural beauty and the recreational activities
C061	More audits of visitor and tourist needs
C065	Maybe targets need to be set each three years, coinciding with government change
C080	The idea to spread visitors over a longer period is essential
C089	Probably should aim for quality rather than quantity
C095	Greater emphasis on selective tourists who are prepared to pay for pristine countryside
C095	Seasonal tourism gives the area time to recover - tourism year round isn’t a good thing
THEME FIVE : THE LOCAL ENVIRONMENT	
Mackenzie District Issues	
A004	I regard the environment as very important and it is quite fragile in the Mackenzie
A008	Need more public awareness of biodiversity, esp. fauna and our riverbeds
A009	Environmental issues regarding Church of the Good Shepherd were ignored
A024	Tourism has a disastrous effect socially and visually on the areas it “hits”
A024	The area’s attraction is in its isolation which tourism is already beginning to destroy
A026	Farmers need to open their eyes to environmental issues
A040	I don’t think ratepayers are guided by “a caring attitude to our natural environment”
A046	I would like more emphasis on the environmental/social impacts of increased tourism
A050	A more thorough overview of environmental impacts
A050	How many people does it take to lose the “wilderness” that originally attracted them
A052	Aircraft noise pollution is the worst we have
A058	More issues dealing with National Parks, more input/consultation with DoC
A058	Too much development and we end up destroying what people come here for

A058	Environmentally sensitive development can make the basin a true tourist destination
A082	More attention to educate visitors re pollution
A089	More emphasis on the environment
A093	Need to ensure bio-safe toilet containment areas to protect environment
A124	Guidance should be given as to desired approach at Aoraki Mount Cook National Park
A124	Environmental impacts and their mitigation need greater attention
Bay of Plenty District Issues	
B005	Section E leaves the environmental aspects wide open to destruction !
B025	The impact of tourism on the environment of the local people needs to be considered
B026	Where is the vision about refocussing the physical environment, driven by tourism
B028	More emphasis should be placed on the environmental impacts of tourism
B036	Enhance environmental concerns
B037	How might new ventures affect the environment; how to protect clean'n'green image
B041	Details about exactly what is going to be done to protect the natural environment
B053	Environment obviously no concern to the tourist industry
B067	I wonder what the stated environmental ambition could mean in practice
Coromandel District Issues	
C043	All the bags of rubbish that are thrown on the side of the road
C044	Tourism tends to spoil what it comes to admire
C044	Need to control absentee ownership which put pressure on subdivision of coastal land
C051	I am against bird sanctuary taking over the (surf) beach
C074	All the unique attributes of the peninsula should be retained as long as possible
C080	There is a feeling to protect the environment and retain the simplicity of the area
C080	Also I would like to see regenerating native vegetation be left to develop into forest
C089	Increase tourism numbers puts huge strain on environment etc.
THEME SIX : FINANCIAL CONSIDERATIONS	
Mackenzie District Issues	
A011	Happy for consistent annual Council contribution as long as my rates are unaffected
A024	Consistently high financial assistance from rates to support private business
A026	Too much local government involvement
A026	Industry responsible for its own promotion
A026	The council hasn't got the funding to undertake tourism in the way they would like
A026	Many Board activities need to be voluntarily, till the tourism industry can fund itself
A027	Tourism has cost the ratepayers of Tekapo dearly
A027	The grant from Council is really promoting one industry over others
A029	Spending ratepayer funds to increase tourism means more ratepayer costs of service
A029	The cost of promotion should fall on those who benefit
A032	No more rates to pay for plan
A053	We are not getting value for money spent
A076	We don't have the rating base to provide tourist amenities
A083	Are ratepayers prepared to increase their grant over and above \$ 100,000 p.a.
A093	Annual contribution of \$ 112,434 council rates a bit over the top

Bay of Plenty Issues	
B001	There must be benefits to the residents of the region which do not cost an arm and leg
B001	If my rates double, I have to gain some major benefits to justify such an increase
B015	Ensure the sections of the community which benefit most by TBOP pay most
B024	Funding - who bears the cost ? ordinary households or businesses that will benefit
B024	Don't agree that improved resident facilities would become available at less cost
B026	Money for private industry as main driver means more for rich, less for poor
B026	Don't just focus on financial gains to those already holding power, benefit currently
B029	More emphasis could be placed on public funding from special events
B035	Costs of tourism should be paid for by the major beneficiaries
B035	Who pays - good question, don't have answer - private enterprise but govt support ?
B041	The unequal distribution of profits
B053	No recognition of user pays, business mainly benefits so business should fund
B062	I don't like the councils imposing financial impacts on the residents
B062	Business should be the ones helping financially as it is they who benefit from it
B113	Wanting extra investment for accommodation and attractions is unwarranted
B113	Don't drive up the supply of services when there has been no demand developed
Coromandel Issues	
C001	I'm opposed to paying for the use of bush or coastal walking tracks
C053	I'd see the main issue for TC as one of appropriate funding
C058	Contributing more to tourism would meet stern opposition from ratepayers
C080	I see no reason why a small tourist tax should not apply
THEME SEVEN : LOCAL GOVERNMENT PERFORMANCE	
Mackenzie Issues	
A038	Too much attention paid to the Fairlie area and not enough to Twizel
A044	Plan focuses on the "basin" area of Twizel/Mt. Cook/Tekapo
A055	Local Government reluctant to authorise further tourism development in Twizel
A061	Need a more proactive approach from Council to foster new tourism businesses
A062	Need for better people on Council
A064	Fairlie decision makers hold Twizel back
A064	Tourism must be assisted, not hindered to develop more facilities to attract tourists
A066	Innovative ideas should be encouraged, not poo-hooed by one or two on Council
A066	Remove disincentives e.g. cost of planning consents and cost of consultants
A069	Too much red tape
A076	The area is very diverse, plans for Tekapo should be different than plans for Fairlie
A083	Greatest drawback is the powers that be, mainly the paid staff rather than elected reps
A094	Need for incentives to encourage business set-ups
A112	The Council appears to oppose land use for tourism
Bay of Plenty District Issues	
B002	Infighting and self interest by some Board members could destroy the whole thing
B010	Our Council seems obsessed with spending up large

B011	Rapid growth has left Tourism BOP floundering
B013	Currently there seems to be too much fragmentation and self interest
B034	Government commitment to help develop new businesses etc. to help cater for tourists
B034	Government commitment to improve rural roading to popular tourist areas
B038	No apparent interest in soliciting members to Tourism BOP
B047	Local Council has had a very poor record on almost all of its responsibilities
B056	Council have very little idea on most things
B071	Local authority makes aspects of visitor information difficult
Coromandel District Issues	
C016	Current TC personnel are not up to these ideals (as such)
C021	Local government needs to be proactive and not a blockage
C021	Less red tape from TCDC, more flexibility needed !
C053	Locally, TC has an image of being only involved in promotion
C061	Tourism Coromandel is well meaning but toothless in policy implementation
C061	Little encouragement for new business if not old-time residents i.e. 3rd+ generation
C065	Current council services reflect the greed of the gold pocket lined council
THEME EIGHT : STAKEHOLDER CONSIDERATIONS	
Mackenzie District Issues	
A007	You can never have enough vision industries
A009	I am not aware that the local polytechnic has been consulted about regional tourism
A017	Identification of interested parties - other districts, Maori, DoC, pastoral lessees
A022	Dairying is developing the Fairlie basin and was not included in the plan
A089	Continued public consultation and accountability is paramount
Bay of Plenty District Issues	
B003	Strategic Plan seems to lean towards the WBOP and exclude Whakatane
B005	Improved co-operation between Eastern and Western BOP facilities and attractions
B009	Allows local community more input into the development of tourism objectives
B010	More input from our young people rather than self interested Council and businessmen
B036	This is Tauranga focussed, needs more emphasis on the greater area
B038	I believe local bodies could have been involved
B044	I think it needs more community input, help the community and it helps you
B056	More involvement with the local community - making people aware of tourism
B062	More public awareness - without the public behind this it will not have an effect
Coromandel District Issues	
C001	Need to improve the attitude of business and some tour operators in the region
C029	There does not appear to have been much direct input from tourists themselves
C053	Perhaps the plan needs to include the way that local support can be gained
C065	Population needs to feel that they can make a difference to their communities
C075	Hauraki includes farming communities whose needs are not adequately covered
C076	More input by local individuals

THEME NINE : SERVICE PROBLEMS IN THE CRUISE MARKET

Bay of Plenty Disstrict Issues

B020	Lack of information of attractions and facilities available to cruise passengers
B030	Cruise ships dock at 7.30 Info Centre is closed “because shops don’t open that early”
B035	No Visitors Bureau open for world’s largest cruise ship
B056	Mt. Maunganui needs to be modernised so cruise ship patrons can easily walk around
B056	Encourage some art into our area for local tourists and for the cruise ships
B069	Shops unable to open at Easter when visitors arrive by ship needs to be addressed
B104	I hear persistent gripes about tourists arriving in port and whisked out to Rotorua etc.

Appendix J : Final Planning Process Assessment Instrument

PLAN :	
SECTION ONE : PLANNING FOR LOCAL TOURISM	
1. The time dimension of the planning process reflects a long-term orientation	
2. Government (national OR regional OR local) opinion influenced the final decisions made	
3. Regional/District Tourism Organisation OR local tourism industry opinion influenced the final decisions made	
4. Existing visitor group opinion influenced the final decisions made	
5. Secondary stakeholder (other local organisations OR <i>tangata whenua</i> OR local residents) opinion influenced the final decisions made	
TOTAL SCORE SECTION ONE	
SECTION TWO : VISION AND VALUES	
6. The planning document identifies locally important community values	
7. The planning document identifies locally important lifestyle features	
8. The planning document assesses the overall quality of life in the area	
9. The planning document includes a vision for the future which aligns with local community values and lifestyles	
TOTAL SCORE SECTION TWO	
SECTION THREE : THE LOCAL TOURISM INDUSTRY	
10. The planning document includes a measure of current visitor numbers, length of stay and spending	

11. The planning document describes the principal tourism sites in the area	
12. The planning document evaluates the current capacity of tourism plant and infrastructure	
13. The planning document evaluates the adequacy of business skills possessed by local tourism industry operators	
TOTAL SCORE SECTION THREE	
SECTION FOUR : ECONOMIC IMPACTS OF TOURISM	
14. The planning document establishes the relative importance of tourism, compared with other industries, to the economic development of the local area	
15. The planning document acknowledges a need to integrate local tourism strategies with national policies for tourism development	
16. The planning document quantifies the economic benefit of tourism to the area.	
17. The planning document quantifies the employment creation potential of local tourism	
TOTAL SCORE SECTION FOUR	
SECTION FIVE : ADDITIONAL IMPACTS OF TOURISM	
18. The planning document describes the area's principal geographic features	
19. The planning document describes the main characteristics of the local climate	
20. The planning document identifies flora and fauna which are unique to the area	
21. The planning document assesses the resilience of the local physical environment	
22. The planning document identifies current population levels and demographics	
23. The planning document identifies current land use and ownership patterns in the area	
TOTAL SCORE SECTION FIVE	

SECTION SIX : LOCAL ISSUES AND TARGETS	
24. The planning document assesses community attitudes to tourism.	
25. The planning document identifies current issues which are critical to residents	
26. The planning document includes broadly based goals related to the nature and scale of future tourism development	
27. The planning document includes broadly based goals related to the economic benefits of future tourism development	
28. The planning document includes broadly based goals related to environmental protection	
29. The planning document includes broadly based goals related to community values and lifestyle protection	
30. The planning document identifies a range of alternative strategies by which broadly based goals may be achieved	
31. The planning document includes broadly based goals which emphasise the local benefits of tourism development	
TOTAL SCORE SECTION SIX	
SECTION SEVEN : IMPLEMENTATION AND REVIEW	
32. The planning document contains a clearly articulated review and evaluation mechanism	
33. The planning document estimates the resource costs of the recommended development strategy	
34. The planning document indicates specific methods by which the identified resource costs are to be allocated to development participants	
TOTAL SCORE SECTION E	
OVERALL TOTAL SCORE AWARD (MAXIMUM SCORE 10)	