CONTRIBUTING TO TOURISM INDUSTRY VITALITY
OF A NATURAL RESOURCE BASED REGION THROUGH
EDUCATIONAL/TECHNICAL ASSISTANCE

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CONTRIBUTING TO TOURISM INDUSTRY VITALITY OF A NATURAL RESOURCE BASED REGION THROUGH EDUCATIONAL/TECHNICAL ASSISTANCE*

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1. INTRODUCTION

This report gives a comprehensive overview of a three-year extension education program designed to provide educational/technical assistance to the tourism industry serving the Boundary Waters Canoe Area (BWCA) in north-eastern Minnesota. The project was conducted in close cooperation with the U.S. Forest Service, the agency charged with management of the BWCA. The project covers the period September, 1979 through September, 1982. Due, however, to delays in funding authorization the program actually ran at full staff complement for only slightly over two years - from August, 1980 to September, 1982. Work was begun on a "needs assessment" in September, 1979, as a prerequisite to the major project thrusts.

The work is pursuant to PL95-495 which became a law in 1978. This innovative legislation recognized its certain impact upon the tourism economy of the BWCA vicinity. It imposed restrictions to motorized access into the dedicated BWCA. To assist adjustment it provided for a program of technical and educational assistance to firms and communities, and also provided for certain kinds of financial assistance.

The general area included within the program effort includes the area between the Ontario border and enclosed by and/or in the vicinity of Crane Lake, Cook, Tower, Soudan, Ely, Winton, Isabella, Tofte, Lutsen, and Grand Marais. A population of approximately 13,000 lives within the area. This area surrounds and complements the BWCA. It serves not only as the support/supply base, but physically hosts more who travel there to enjoy this unique part of the United States than does the dedicated area itself. Further, the bordering communities contribute substantially to the general ambiance and the recreational experiences of visitors.

The region's economy bases upon the three "T's" - tourism, timber and taconite (iron mining). Its first economic base in the European era was fur trading. This ended over a century ago. Commercial fishing in Lake Superior, and agriculture have been practiced, but are both greatly diminished. The first iron ore shipped from northern Minnesota came from the area. Geological explorations confirm the presence of copper and nickel in commercially mineable deposits.

Raw materials production has formed the major base of the area's economy. As in most such economies, there has been a tendency toward boom and bust cycles. Further, mining and logging have fostered development of a predominantly blue collar, pay check society. This socio-economic setting contrasts with that of high technology and/or commerce based economies.

Tourism's inception lags that of iron mining and logging by only a decade or two. Interest began to focus upon the BWCA as an area having national-level significance over 60 years ago. This attention produced a series of administrative (by the U.S. Department of Agriculture - the U.S. Forest Service manages the area as a part of the Superior National Forest) and legislative (by the U.S. Legislature) actions that have delineated the area and specified its management for wilderness recreation. The most recent of these was PL95-495.
One result of the above industry and psychological citizen settings is that the area's tourism industry stagnated—had no real growth—between the 1973-78 period. This stagnation apparently was due to a complex of factors operating both on business managers and on the area's market image.

There were, also, hopeful signs:

--- One hopeful sign was that while the area's tourism industry had no overall real growth there was substantial growth realized by individual operators. In addition forty percent of managers indicated plans for future expansion.

--- Market studies indicate that the image held by those using the area had begun to shift toward wilderness/natural area use. Further, market studies conducted early in the project's operation indicate a substantial demand for these recreational attractions.

Program Purposes and Components

The program represents a classic example of on-going decision-making processes in which a set of partly complementary, partly competing interests and goals must be simultaneously accommodated. These include:

-- Management of high amenity natural resources for continued use over time.

-- Support for viable local economies, including tourism industries as an economic component but also providing for a diversified economy which includes development of other viable forms of economic base.

-- Provision for access by the general public to the recreational experience afforded by the recreational resource base.

Objectives of this program were similar to the above, but somewhat more narrowly focused. This was an educational program and its major overall educational goals were to contribute to:

-- Development of recreational use patterns in the region that are complimentary with management of the BWCA as a wilderness.

-- Realization of a fully viable area tourism industry providing jobs, profits, rents and tax base to the several communities.

-- Achieving recreational user satisfactions emphasizing wilderness values. In this manner not only the BWCA specifically but the general north woods and waters resources of the region can make a unique contribution to the national public.
The extension team was further extended through subcontracting of selected specialized tasks. These included research of market potential in the midwest; Package Tour Demonstrations, preparation of "Recreational Concepts" and an Urban Community Design Tour. These are discussed in following sections. In each case the subcontractor became, for purposes of the specific project, an extension of the staff. Responsible staff worked in close relationship with them. These subcontractors added to the program's effectiveness.

Educational Methods

Details of procedures are discussed under each project throughout this report. The reader may find a brief overview of procedure and philosophy helpful. This subsection provides such an overview.

The program's basic operating philosophy was that the several parts of the tourism/recreation decision system related to the BWCA had great creative capacity and ability to act positively. Two serious barriers to full expression of the system's genius are: 1) lack of accurate comprehensive information upon which to base positive decisions and, 2) inadequate information flow among the several decision units. In the dissemination of the BWCA setting the latter was a more serious factor than usual.

Major educational methods and procedures included:

- Assembly of applicable, available information from state, national and international sources.

- Generation of new data through applied research work. Accurate, comprehensive market, impact and industry data were particularly needed.

- Wherever possible, area citizens and managers were involved in the information-gathering and analysis process. Their operational data and overall insights were needed ingredients. Further, this gave them opportunity to contribute positively in a non-threatening way.

- Many public opportunities were provided for sharing ideas and information as inputs into data gathering.

- Information was analyzed and provided wide coverage to area citizens and managers. The methods used were manifold: a wide variety of meeting sizes and types; individual and small-group consultations; public media; use of newsletters; and preparation and dissemination of many types of reports.

- Effort was made to achieve a flow of information and improved understanding among the several systems where information flows had faltered including:
Educational and Technical Assistance in Marketing Programs - A major program objective was to assist the area in readjusting markets and marketing programs because of mandated changes in BWCA management, hence, marketing thrusts received major attention.

Educational and Technical Assistance in the Management of Community Grants - PL95-495 provided funds to assist communities in execution of market readjustments. These were administered by the U.S. Forest Service, but by agreement, the extension team provided assistance since these grants were closely allied with marketing efforts.

Educational and Technical Assistance in Special Project Management - Throughout the time period special problems arose for BWCA communities, firms, and agencies. These covered a wide range and could not be programmed in advance. Major assistance of this nature is reported here.

Applied Research Efforts - The overall role of the university extension team was to bring systematic, objective information to bear. In many cases this required generating new relevant knowledge, as reported by the projects in this section.

Building Communications Flows - Flows of information and communications are essential among the complex parts of all decision systems. This is a major role of extension efforts as given in overview in this section.

Finally, a concluding section looks to the BWCA vicinity and its several communities and suggests possible future potentials in its tourism industry development.
- The overall tourism industry in the area was found to be in a state of stagnation. Some indications of this are:
  - Total gross sales by BWCA edge firms showed no real growth between 1973 and 1979.
  - Occupancy rates for BWCA edge firms dropped by about 4 percentage points between 1978 and 1979.

Uncertainty among firm operators regarding public action plus market confusion regarding present and future restrictions in the use of the BWCA appear as major causes of this stagnation.

- Twenty-nine firms indicated immediate financial needs totaling $1,815,000; and 53 expressed five-year capital financing needs of $3,617,500. These long term needs, particularly, are considered conservative.

- Marketing, technical, and resource access needs of firms were identified. Assistance with identifying new markets, advertising, and promotion were the leading marketing needs. The most frequently mentioned technical needs were for assistance with construction, waste management, and energy conservation. Help with developing trails and roads as well as concerns over BWCA permit availability were also major resource access concerns.

- Despite industry stagnation, there were indications of a basis for future growth in the industry. Forty percent of the firms indicated plans for future expansion. Some individual firms had shown rather large real growth in the past five years. The existence of substantial latent demand was demonstrated by promotional programs which generated several hundred inquiries per week.

- A great deal of variation exists among firms and communities in markets and market trends. Generalizations for the entire area, therefore, usually cannot be based on individual firms. Major geographical markets are the Twin Cities and midwestern states, but national and international markets exist.

- There is evidence from this study, from national studies, and from the special Spring 1980 BWCA promotion effort that a ready national market exists for the recreation/vacation experiences available through the BWCA edge firms. Capitalizing on this market will help remedy the economic stagnation found to currently exist in the industry.

Based on study findings, the following major recommendations were suggested:

- Future BWCA private tourism plant and market development can base on the area's unique "northwoods and waters wilderness" image. This image can be built based on a three-way marketing mix consisting of:
Residents of every community have a dependence upon and responsibility to their home community that cannot be fully shared by non-residents. They also have insights concerning the community that are not available to others. They deal with the community on a day-to-day basis and thus also have developed approaches to solution of problems that they face. A limitation often exists in that a systematic means for interacting these ideas with each other and with objective facts about the community may be poorly developed. It appears that the more long-run and chronic the problems, the less effective the means for achieving community problem solutions become. This weakness results from a tolerance to the problems -- people simply learn to live with them; and/or a polarized situation develops in which the factions stalemate action. These factors appear to operate in many northeastern Minnesota communities. They sometimes seriously reduce the community's vitality in treating developmental problems.

In such a setting, community education programs seek to bring out the genius of the community. They involve as many interested citizens as possible in interchanges of problem definitions and ideas for problem solutions, in gathering, evaluating and applying new community data, and in a variety of challenges with new approaches to the problems.

A series of projects designed to upgrade the capability of the several communities to deal constructively with opportunities for tourism industry were conducted with the several local agencies. These ranged from mainly gathering and analyzing data about tourism to interchanges of ideas about action needed; to tours of demonstration communities elsewhere, to action projects in which residents and non-resident volunteers worked to produce a physical feature such as a trail.

These projects base upon a set of principles concerning directions that will improve the well-being of the several communities and their citizens. Included as major points are the following:

- The several communities adjacent to the BWCA, their infrastructure and hospitality services act as major supports and complements to the BWCA. They are essential to most recreational users, both in accessing the BWCA and as a part of the region's recreational experience.

- The tourism industry has relative economic advantage in northeast Minnesota. It has potential to add both stability and growth to the economy. At the same time, it should not be looked upon as the sole means of economic base; every means possible to sustain and/or develop other viable industries should be sought.

- The tourism industry of northeast Minnesota depends to a greater extent than most other industries upon support from a wide range of the local community elements and upon a complementary contribution of public and private investment.
- Enhance the area's appeal by maintaining and upgrading the sensitive natural resources, and emphasize the character and compatibility of the northwoods ecology as a visitor generator.

- Create the impression of an area-wide open-space system of wilderness experiences.

The project was initiated with a series of public meetings - more accurately, Brain Storming Sessions - across the area. During these sessions any area citizen with any idea about stimulating tourism was invited to express and discuss his/her ideas. Hundreds of ideas were shared by those participating in two rounds of meetings at five locations.

The next step required sorting through the many suggested recreational concepts and selecting a finite number appearing to have a high potential for success in either the short or long run. Criteria used to select concepts included:

- Local support from facility operators. This support could come in the form of economic commitment, time/energy resources, cooperation, enthusiasm, etc.

- Consistency with environmental, historical, cultural factors.

- Extent to which concepts broaden market appeal in northeastern Minnesota as a tourist destination area.

- Financial feasibility with respect to funding and capital improvement costs.

- Compatibility with agency management objectives and community planning considerations.

- Short-term/long-term potential and likelihood of success.

- Income generating potential.

- Benefit to the community and environment.

- Potential for increasing year-round tourism.

- Contribution to area-wide unity through repetition of similar design elements on a regional basis.

- Number of participating operators/businesspersons.

Using these criteria, twelve recreational concepts relating to three major areas were selected for further treatment. They related to trail systems, interpretive tours and related opportunities, and information access and image building. For each of the twelve concepts, scenario's were written filling in some of the details about how each might develop.
The end product of this activity was the construction of trail segments linking the existing cross-country ski trails with each other and with the two resorts. In addition to marketing cross-country skiing individually, the two resorts put together a ski-thru package and marketed it in cooperation with Amtrak. Thus, the specific project objectives were accomplished.

This method of using volunteers to construct trails continues to be used around Ely and other areas of northeastern Minnesota. It is a means of getting trails constructed and strategically located to the advantage of resorts and communities wishing to use them as a tourist draw. Costs are spread beyond the resource managing agency as well, which is important in times of shrinking agency budgets. There are, however, substantial program staff costs. Much time is required in the coordinating of the several interests. Good coordination and communication among all parties are the critical elements to a successful volunteer trail construction effort such as this.

Information Services to Travelers

A generally recognized need was for good information services to tourists after they have arrived in the area. This information need includes not only food and lodging services but also things to see and do. The need expressed by citizens in brain-storming meetings was supported by observations made by the program staff during market studies in which tourists were contacted. Many were found who missed interesting features simply because they lacked adequate information.

Most communities have some form of traveler information but three of those in the BWCA vicinity felt active need to improve what was available. These interests provided focus for specific action as reported here.

The Cook Visitor Center opened as a new facility in June of 1982. This facility's purpose is to: provide an improved system of information about the area for the traveler; to provide a convenient access site for BWCA information and for issuing permits from the U.S. Forest Service; to provide information about the Voyageurs National Park; to provide the visitor with a beginning interpretation of the area; and to provide a rest stop with restrooms, a fresh drink of water, and convenient parking.

Cook's visitor center is located on a site between the business district of the city and U.S. Highway 53. Cook is a gateway city (697 population) to the western end of Lake Vermilion and the vacation area to the north (within an hour's drive of Lake Kabetogana, Rainy Lake, Ash River Trail, Crane Lake and nearby Pelican Lake). Additionally, the city is located on a major route to the Voyageurs National Park as well as being a service center and an entry for the Boundary Waters Canoe Area Wilderness.
1982 COOK VISITOR CENTER STATISTICS

Opening Date.................................June 17, 1982
Closing Date.................................September 30, 1982
Number of States Represented...........40
Number of Countries Represented.........15
Number of Canadian Provinces Represented...7
Total Number of Tourists...............3,316

States Represented:
Alabama Indiana Nebraska Pennsylvania
Alaska Iowa Nevada South Carolina
Arizona Kansas New Mexico South Dakota
Arkansas Kentucky New Jersey Tennessee
California Maryland New York Texas
Colorado Massachusetts North Carolina Utah
Connecticut Michigan North Dakota Virginia
Florida Minnesota Ohio Washington
Georgia Missouri Oklahoma Wisconsin
Illinois Montana Oregon Wyoming

Countries Represented:
Australia England Netherlands United Kingdom
Belgium Finland Saudi Arabia Virgin Islands
Canada France Sweden West Germany
Denmark Japan Switzerland

Canadian Provinces Represented:
Alberta Manitoba Ontario Saskatchewan
British Columbia New Brunswick Prince Edward Island

Employees:
4 Information Clerks employed by the City of Cook
1 Custodian employed by the City of Cook
3 Information Clerks employed by the U.S. Forest Service

Finances:
The first year's expenses (monies disbursed by the City of Cook) are
anticipated to be $10,700 (actual expenditures as of 9/27/82 are
$6,895.42, with final bills yet to be paid).

Operating Capital Sources:
Resorts & Resort Associations - $1,765 (Elbow Lake, Crane Lake, Ash
River, Lake Kabetogama, Lake Vermilion, and Pelican Lake)
U.S. Forest Service - $8,348.36 (lease payments received through
9/1/82 and partial grant payment)
Chambers of Commerce - $1,325 (International Falls, Cook & individual
area businesses)
City of Cook - $1,000
TOTAL RECEIPTS THROUGH 9/27/82 - $12,438.36
The architect and city council accepted all six of the above recommendations. Another suggestion was that the Minnesota Department of Transportation (MnDOT) help in providing adequate highway signs to direct visitors to the center, since it is not visible from the main highway. Fully adequate signs had not yet been executed at the end of the program.

The center's completion required extensive cooperation and flexibility by all of those parties involved in the center's development. This has improved working relationships that had been strained by the Wilderness Act (PL45-495) and the friction associated with choosing the final location for the center. In addition, the center's provision of public restrooms (the only available in town) represents a substantial improvement in visitor services in the Grand Marais community. Because the center can provide information 24 hours a day and will be open during the winter, it is expected to make a significant contribution to the development of year-round tourism.

Developing Winter Business in the BWCA Region

Seasonality, as with most summer oriented vacation destinations, is a problem for the BWCA region's tourism industry. The fact was emphasized by many who contributed to the Needs Assessment and to the "Recreational Concepts for northeastern Minnesota" project. Thus, the need to extend the market into winter, spring and fall seasons became a high priority consideration in the technical and educational assistance program developed by the extension team. A number of spring and fall season projects are discussed in other sections of this report. This section discusses those BWCA projects designed to increase the viability of winter business in the region. These projects included efforts to:

- Increase the capacity for winter business in the BWCA region.
- Identify and pursue high potential markets for winter business.
- Develop promotional and informational materials.
- Improve and expand existing winter events.
- Assist with the development of new winter events.
- Utilize the events to attract visitors to the BWCA communities.

The implementation of these projects required that the extension team engage in cooperative efforts with resource management agencies (Minnesota DNR, U.S. Forest Service), individual businesses, BWCA communities and special interest groups within the communities. Such efforts included both the provision of ongoing technical and educational assistance to those
winter business was different from marketing summer business. The extension team then focused its efforts on assisting the businesses develop markets among the many specialized (and predominately group travel oriented) winter recreation participants. These efforts included educational and technical assistance in:

- Refining direct mail programs.
- Suggesting (and assisting with) the development of audio-visual programs to be presented to ski, snowmobile and outdoor clubs.
- Contacting recreation organizations affiliated with the large Minneapolis/St. Paul firms who arrange travel for their employees.
- Conducting a special campaign designed to attract students during the President's weekend and spring break periods.
- Arranging for travel agents to discuss tour package development with interested operators.
- Assisting with the development of ski packages which included lodging, meals and transportation (Amtrak, buses, etc.).
- Distributing promotional materials from businesses and organizations to ski and snowmobile shops, fishing and outdoor equipment stores and shopping malls.
- Conducting a major advertising and public relations campaign for Ely which included television and magazine ads.
- Arranging for travel and outdoor writers to do feature articles on the skiing opportunities in the region (Nordic Skiing, Cross Country Skier, Fins and Feathers, St. Paul Pioneer Press, Duluth Herald, etc.)
- Developing the "Tip" Stop program which included print ads (Duluth, Minneapolis, St. Paul) and posters placed in stores and local businesses and promoted winter events in Cook County.
- Converting the "Tip" brochure to an effective all seasons format.
- Stressing the need to develop efficient inquiry response systems and to evaluate the effectiveness of all marketing efforts.

Developing Promotional and Informational Publications

The critical link between the supply of winter recreation opportunities and a potential market is information that can convince recreationists to select a destination for a vacation. Since publications of this type were
- Promoting the race regionally and locally.
- Recruiting individuals (media personalities, etc.) for the celebrity race.
- Improving the information provided to spectators.
- Considering means for improved cooperation with the Chamber of Commerce, including Chamber coordination of lodging and information.
- Developing a press package.
- Arranging race day media coverage.
- Funding and sponsorship strategies.
- Involving local merchants in special discount programs, meals, etc.
- Improvement of the race booklet format and informational content (schedules, ads, etc.) as a means of increasing sales.
- Use of press releases and other low cost promotional techniques.
- Encouraging the local newspapers to do post-race articles describing the economic impact of the sled dog race as a means of developing community support and recognition.
- Developing procedures for improving opportunities for spectator viewing of the race and minimizing spectator interference with the race finish.
- Developing methods for better capitalizing on race day sales of souvenirs, shirts, etc.
- Recruiting volunteers to distribute the work load associated with race preparation and implementation.
- Developing strategies for pre-race publicity and fund raising (videotapes, movies, etc.).

Assisting S.P.O.R.T.S. (Seasonal Participation Over Recreational Trail Systems) with the Wilderness Trek III Ski Race, included implementation aid and recommendations on:

- Arranging pre-race media publicity (TV) and interviews (radio), PSA's (radio).

- Promoting the race by Television.

- Distributing race entry forms to ski shops and to contestants at other races prior to the Trek.
Summary of Winter Events

The winter events discussed above have shown improvement in attendance and implementation over previous years, but they are still operating below their potential. This is because:

- The initiating groups often are hesitant to include others in the race preparation because, at least in part, they fear loss of control. The result is inadequate community support and participation and overextended event committees which inevitably cannot "cover all the bases".

- The event committees viewed the funding provided by the U.S. Forest Service from specially designated monies as a short term means of paying bills rather than using it to improve promotional and informational materials or experiment with new techniques which could produce a better event over the long term.

- These events like most such community group undertakings are run by volunteers with overloaded schedules and who change responsibilities from year to year. It is thus difficult to incorporate improvements based upon experiences in these events and similar events of other places.

- The extension team offered to assist with evaluations. This follow-up as noted above, was not adequately carried out.

- Some businesses resisted development and promotion of winter business and events.

Community Tourism Theme Development

The subproject "Community Theme Development" focused primarily upon the urban communities, their visual aesthetics and their management of tourism attractions. It applies specifically to the communities of Crane Lake, Cook, Tower-Soudan, Ely, Schroeder, Tofte, Lutsen, Grand Marais and Grand Portage.

These communities are focal points for tourist travel and for tourist services, economic activity, and historical interest as well as population concentrations. They exert major influence upon the area's destination image as held by tourists, and the recreational experiences available there.

Organizations from the several communities were asked to send representatives to a two-day workshop. The purposes of the workshop were:
Results of a community survey of 62 different business and professional
people, developed with assistance by the extension team working closely
with the Ely Community Design Team, indicated strong support for an Ely
identity. Specific survey results include support for:

- The pursuit of a theme or Ely identity, with "Ely as a Mining Commun-
  ity" or "Ely as a Voyageur Community" receiving the most support.
  Other strong theme contenders included "Ely at the Turn of the
  Century" and "Ely as a Logging Community".
- The need for storefront restoration or remodeling, the need for
  additional parking lots, and adding attractive, well planned entry
  signs to the city.
- The idea that Ely should direct more attention to year round activities
  and "stretch" the activities of the community for all levels of the
  residents and visitors during the year.
- The fact that Ely and its vicinity are unique and beautiful and
  have a viable base for the future; and that whatever is undertaken
  should maintain these strengths and be consistent with this character.
- The notion that continued attention needs to be focused on attitudes
  and apathy. Positive thinking at all levels is the place to begin.

The Ely Community Design Team has taken the following action:

- Reported the findings and recommendations of the study to the
  business community.
- Met with the City Council to discuss recommendations regarding parking
  lots, entry signs, and the theme or identity.
- Promised to pursue storefront renovation idea by working with those
  who have indicated interest in renovation or restoration.

The Ely Community Design Team's activity illustrates how such positive
action toward a goal tends to catalyze, generate and/or take advantage of
opportunities that might otherwise be lost. The Blandin Foundation made a
grant in 1982 for an architectural study to upgrade aesthetics of northern
Minnesota communities. Because the Ely community was already in active
pursuit of this goal, the extension team recommended that it serve as the
pilot community. A report, "Concepts for Improvement in Downtown Ely",
followed. There has also been retention of the architect to consider
specific implementation.

Reactivation of the Ely Area Development Council

One of the most necessary elements in community development work is a
viable community organization that represents the community and can
This was the first promotional effort of the newly formed EADC. It accomplished the established goal of awakening the community and establishing an awareness that if Ely was to improve its status as a tourism destination, initial action would have to begin within the community by community citizens.

Coincidental with the launching of the Ely...Really! program, a hospitality program of not ticketing visitors who overparked in parking meter zones was considered. However, the idea was vetoed by local government officials.

Grand Marais - Tip of the Arrowhead Association Evaluation

In January, 1981, the Tip of the Arrowhead Association (TIP) requested the extension team to analyze and evaluate TIP's internal structure, promotional efforts and orientation. All institutions require perpetual renewal and revision so that they serve current needs. It is significant that the Cook County community recognized possibility for obsolescence and took steps to renovate the TIP.

In response, the extension team developed and conducted a study that included a survey of the opinions and suggestions of those individuals associated with the tourism industry in Cook County including both members and non-members of the TIP. The results were summarized and presented to the TIP Board of Directors and advertising committee in May 1981.5/

Recommendations consisted of the following:

- Expansion of the membership base,
- Establish a full-time executive-director position,
- Establish specific organizational goals and objectives,
- Develop long and short term plans of the organization,
- Establish a communication network within Cook County.
- Define the responsibilities of the executive director clearly and specifically in terms of measurable performance,
- Establish a process for the ongoing evaluations of the executive director's performance,
- Establish working committees with specific responsibilities: Executive Director, Advertising Committee, Membership Committee, Budget Committee, Special Events Committee.
4. EDUCATIONAL/TECHNICAL ASSISTANCE TO FIRM MANAGERS

A major objective of the BWCA extension program was the provision of educational and technical assistance to firm managers. Hospitality firms were found a major part of the recreational access system by the Needs Assessment. Further, the Needs Assessment found needs for marketing assistance, for technical items (construction, energy management and waste management) and for resource access assistance.

Educational/technical assistance to BWCA firms proceeded from four general methodologies:

- The existing general extension educational/technical assistance program to all Minnesota hospitality/tourism firms.
- The BWCA community education programs much of which was designed to directly assist hospitality/tourism firms.
- Educational seminars and group meetings designed to treat specific management topics.
- Direct consultative assistance to individual firm managers.

For 20 years, educational/technical assistance programs have been available to all Minnesota hospitality/tourism firms through the Agricultural Extension Service. While these were available throughout Minnesota, many were tailored especially to Northeastern Minnesota because of the relative importance of the tourism industry there. At least 100 educational occasions had been provided in that region over prior years. In addition, Minnesota Tourist Travel Notes, an educational periodical, has served as a teaching/communication medium for the past 17 years.

The state-wide educational programs continued throughout the BWCA programs. Findings from the BWCA program, specifically the Needs Assessment, marketing research, and Recreational Concepts were employed in this state-wide educational effort. At the same time many managers of BWCA region firms participated in state-wide educational events. Thus there was a cross-feed of inputs and advantages from both efforts.

A total of over 65 seminars or group meetings were held in the conduct of the BWCA educational/technical assistance program. The primary participants in nearly all these events were BWCA business managers. While many of these events were group or community directed, business managers participated; and they were conducted because in most cases the benefits would accrue to the individual businesses. These community
These add up to an average of nearly one consultation per enterprise owner across the BWCA. Actually, the effect was different as many operators did not request any assistance and some asked for assistance many times on a variety of topics.

Assistance in developing marketing strategies was most often requested. This correlates with the Needs Assessment study where marketing was referred to most often as a need. The assistance requested in marketing was often triggered by a review of the guest study for individual businesses (See Chapter 8 for guest study details). This gave a logical entre to the point: "Here is what our guests are reporting. Now, how can we improve our marketing to capitalize on their likes and dislikes?" This led to information on brochure development, media ad placement and content, public relations development and related topics. Most of this effort was accomplished by the three assigned BWCA team members; Ballman, Burke and Korte.

Physical plant improvement information requests were second in number during the Boundary Waters concentrated effort. The range of requests included information about sewage treatment facilities, new facility construction, old facility renovation, energy efficiency improvement in operations and alternative energy sources. The entire team contributed to this phase and, in addition, Extension Agricultural Engineer Roger Machmeier made significant inputs.

Requests for business management information included product pricing, bookkeeping systems, computer feasibility and sell-out versus holding analysis. This also was a team effort with additional inputs from Extension Business Specialist Bud Crewdson and Food Service Specialist Robert Olson.

Requests for food service management information were less often received, which was to be expected, since a relatively small number of water-edge businesses offer food service. Of those received, however, several were for in-depth information about planning, design and operations for new food services. Primary response was given most often by Robert Olson, Extension Food Service Specialist, with support and additional information provided by other team members.
6. MARKETING ASSISTANCE PROGRAMS
AN EDUCATIONAL PROCESS

One of the major findings of the Needs Assessment of Tourism Firms (Chapter 2) in 1979-1980 was the expressed need by tourism operators for marketing assistance. Specifically, the types of marketing assistance needs expressed were identifying new markets, advertising and promotion.

The genesis of this expressed need is readily understandable when one reviews the marketing techniques used by many of the tourism operators and their representative promotion associations. Essentially they have been unsophisticated in marketing techniques and have relied primarily on traditional methods, many of which have long since become outdated and replaced by new state-of-the-art methods. Other inherent problems also add to the dilemma:

- Lack of adequate marketing dollars due generally to inadequate pricing structures among operators and failure to view marketing as an investment,
- A sense of complacency among representative promotional associations,
- Lack of adequate research,
- Hesitancy in seeking professional assistance,
- A sense of independence among operators who fail to realize the benefits of cooperative activity,
- A strong belief in provincialism, and
- A seasonal business.

Recognizing these incumbrances, the extension team initiated educational projects designed to increase marketing know-how and to expose operators and associations to professional marketing organizations.6,7/ The first requirement to launch most of these projects was to secure seed money financing. This was provided by the U.S. Forest Service (Section 5) as part of PL95-495. (See Appendix A for list of marketing support materials developed with these funds.)

Minnesota's Border Country: A Regional Marketing Program

In the early stages of the Educational and Technical Assistance Program funds were made available by the U.S. Forest Service, the Upper Great Lakes Commission and the Minnesota Agricultural Extension Service for an advertising program to increase awareness of the vacation opportunities in the Boundary Waters Canoe Area Wilderness vicinity. The Minnesota Division of Tourism, working with their advertising agency, Martin-Williams, Inc., created an ad campaign which was placed in newspapers, radio, and magazines.
- Recommended markets and media placement based on market research conducted by Mid-Continent Surveys, the Minnesota Department of Economic Development, and the Agricultural Extension Service,

- Provided useful supplementary market research data to the MAA and J.F.P. for the purpose of improving the "Minnesota's Border Country Program" decisions,

- Suggested that some media efforts be focused on the non-peak seasons (fall and winter),

- Conveyed the objectives, procedures and rationale for Minnesota's Border Country to program participants, community based tourism associations and the media,

- Recommended alterations in the advertising content and placement schedule based on ongoing computer analysis of the volume of inquiries and on evaluations which the extension team conducted,

- Established the procedures and guidelines for the Minnesota Border Country conversion study (determine program effectiveness) which the MAA had agreed to conduct, and

- Provided information of the 1981 program to MAA and J.F.P. and recommended appropriate alterations for the 1982 program.

A second major effort by the extension team in this marketing program was designing a system which could streamline the inquiry referral process, improve the information management capabilities of the MAA and produce customized prospect lists for those BWCA region businesses which participated in the program. The system was designed around the capabilities of toll free phone numbers and a micro-computer installation. Its development required the extension team to:

- Identify and order needed computer hardware (equipment) and software (programs),

- Identify the required updating of the MAA phone system,

- Develop the prospect phone interview content and procedure,

- Develop the system for receiving calls, sending information and preparing computerized prospect lists and labels for the BWCA region operators,

- Notify the BWCA region businesses of the purpose, procedure, and mechanics of "Minnesota's Border Country", 
fact that the program was already contractually obligated for over $100,000 in program-related goods and services.

Inevitably, misunderstanding and conflict arose within the MAA Board of Directors about the direct role that the extension team was playing in the program administration. However, the extension team had to maintain that role in order to meet its responsibility to the BWCA vicinity businesses who were supposed to be the primary beneficiaries of the program. This last point caused additional conflict because many MAA Board members viewed the "Minnesota's Border Country" funding as an unrestricted subsidiary for their organization and viewed the extension team's action role in the program as an attempt to control the MAA organization.

Funding delays due to internal disagreement, federal government continuing resolution restrictions, etc., added to these difficulties. As a result, many of the components of "Minnesota's Border Country" had to be constantly revised, rescheduled and/or eliminated. These conditions made it impossible to implement much of the original program that was cooperatively developed by the extension team, MAA, J.F.P., and the U.S. Forest Service, and created additional tension and misunderstanding that produced deteriorating working relationships. In spite of these difficulties, a print and radio campaign was implemented. Toward the end of the two year project, MAA solved their management problems and effectively administered the wrapup.

An evaluation conducted through telephone interviews with a sample of those who had inquired for information as a result of the advertising campaign revealed considerable accomplishment for the "Minnesota's Border Country" program. Three separate phases were part of the 1981-1982 programs. The number of inquiries generated by each was:

<table>
<thead>
<tr>
<th>SEASON</th>
<th>PROSPECT INQUIRIES</th>
<th>FIRST TIMERS</th>
</tr>
</thead>
<tbody>
<tr>
<td>Spring/Summer 1981</td>
<td>2,353</td>
<td>63% (1,482)</td>
</tr>
<tr>
<td>Fall 1981</td>
<td>624</td>
<td>41% (256)</td>
</tr>
<tr>
<td>Spring/Summer 1982</td>
<td>3,391</td>
<td>59% (2,000)</td>
</tr>
</tbody>
</table>

A number of those receiving information from the "Border Country" program vacationed not only in BWCA region communities but also in adjacent areas (International Falls; Grand Rapids; Two Harbors, etc.) This stimulation of regional tourism was predicted and was in fact a key argument for developing the "Minnesota's Border Country" program. Those receiving promotional information produced the following economic impact:

<table>
<thead>
<tr>
<th>REGION</th>
<th>NUMBER OF VACATIONERS</th>
<th>TOURIST EXPENDITURES</th>
</tr>
</thead>
<tbody>
<tr>
<td>Arrowhead Region (including BWCA vicinity)</td>
<td>1,035</td>
<td>$449,190</td>
</tr>
<tr>
<td>BWCA Region Communities</td>
<td>776</td>
<td>$336,784</td>
</tr>
</tbody>
</table>
extension team, therefore, applied for and received funds from the U.S. Forest Service to implement a Package Tour Demonstration Project in the BWCA vicinity. The objectives of this project were to:

- Demonstrate the feasibility of tour packaging as a marketing device for tourism,
- Inform potential business participants about how such a system can work and the positive and negative features involved,
- Test the concept further through developing and distributing a quality brochure featuring packages available,
- Conduct a familiarization tour for travel agents and writers in the BWCA,
- Develop a complementary advertising program to encourage travel agents to participate and suggest to the market that prospective buyers "see their travel agent",
- Develop a slide/tape presentation for the use of travel agents, transportation interests and possibly the communities around the BWCA,
- Develop the program in such a way that travel brokers and facility operators could continue the effort on their own after the demonstration program ends, and
- Advise other tourism areas of the results for action as they choose upon completion of the demonstration program.

After receiving funds, the extension team prepared and circulated a request for proposal to assist in accomplishing these objectives. A contract to assist with this demonstration project was subsequently awarded to Pearsall Voyageur Travel in Virginia, Minnesota.

Four meetings were held with interested facility operators in Crane Lake, Cook/Tower, Ely and Gunflint/Grand Marais to explain the project and invite for inclusion in the brochure. Thirty-seven packages were developed and 25,000 copies of a 22-page, four-color brochure were produced and distributed. A familiarization tour was planned and conducted in July with twenty travel agent participants. The contractor subcontracted with Jon Yaeger Photography to produce a slide/tape presentation which, in first draft form, was first viewed at the beginning event on the familiarization tour. An advertising campaign was planned and conducted in conjunction with the distribution and use of the package tour brochure by travel agents.

As of September, 1982, more than 35 packages had been sold across the area. It appears that the program achieved modest success with regard to generating additional tourism income and likely will be continued by travel brokers and interested facility operators around the BWCA as well as elsewhere. The educational objectives of demonstrating to facility operators...
Crane Lake Brochure Development

Crane Lake is a small resort community located on the Canadian Border. It serves as the southeastern entrance to the Voyageurs National Park and the western entrance to the million-acre BWCA. It is also an international boundary-crossing point. Because of its remoteness it must rely almost exclusively on its own promotional efforts to attract tourists. The basic promotional technique used is a widely distributed brochure (lure piece) which lists the main attractions of the area with an insert listing the businesses providing hospitality services to the visiting tourists.

Using funds provided by a U.S. Forest Service grant, a new brochure/map was developed and produced by the extension team in cooperation with the Crane Lake Commercial Club. It will be widely distributed through the efforts of the Crane Lake Commercial Club.

Ely Marketing Program Assistance

The City of Ely has been affected more than any other community by PL95-495, primarily because it has traditionally been the hub of most of the entries into the BWCA. Elyites have held strong feelings about the legislation and have expressed them in a number of overt actions as well as organized rejection of the law. To some residents, rejection of PL95-495 and the desire for the ultimate repeal of the law appear to have become obsessions.

The activities of these people, along with the legislative controversies at the time of the passage of the law, and to some degree still continuing, have been very newsworthy and are constantly being reported by the press. In addition, the action and attitudes of the Ely antagonists have become an editorial playground for members of the press. This widely publicized negativeism has left a definite negative feeling among many persons who had traditionally vacationed in Ely. Also, many wrong impressions were created concerning the resort facilities available to the vacationing public.

Throughout this period of turmoil there existed a group of dedicated people who perceived that PL95-495 was in fact a law, and whether they agreed with it or not, were determined to continue their efforts to promote tourism as a viable industry in the Ely area. Organizations such as the Chamber of Commerce, SPORTS and the Ely Dog Sled Committee have recognized the value of tourism to the community and worked diligently to promote it. Unfortunately each organization has been operating with very limited financial support and independent of one another. These factors combined with community apathy toward tourism activities have limited the overall success of well intended ventures.
The U.S. Forest Service and the EADC were advised by the extension team that the specific designation of media, information development and support of special events was an implied commitment to support special interests, possibly at the expense of an overall effective program. This concern eventually became a reality. Previous action by the EADC of dispensing funds upon request to special interest groups were indications of the way the EADC perceived their role. This perception was not in accord with the terms of the grant and began to cause conflicts between EADC, U.S. Forest Service, and the extension team.

Subsequently, a citizens steering committee was formed for the purpose of deciding the best use of the grant monies. The committee was instructed by EADC to consider that media and promotion requests be included in an overall marketing plan which would produce more long-range benefits than funding individual promotional requests. The steering committee was also advised that the available amount of money to be considered was $39,493.51. This amount was determined as follows:

Balance remaining from 1981 grant ......................... $ 6,493.51
1982 Grant designated for education & technical services, information development, media & special events ........... 28,000.00
Community Action Plan revision (reduced from $15,000 to $10,000) ...................................................... 5,000.00

TOTAL $39,493.51

The steering committee, ignoring the mandate to develop an overall marketing strategy, proceeded to use a proportioning formula based on individual requests and allocated the monies to 15 special interest groups plus a small contingency:

$6,833.33-Ely Chamber of Commerce $4,428.42-SPORTS
3,875.00-Ely Aire 5,616.88-Ely Ski Club
2,833.33-Northstar Challenge 3,333.33-Ely Sled Dog Committee
2,250.00-Ely Design Team 336.96-Northwoods Nights
783.33-Historical Society 1,058.33-Profiles Color Guard
1,750.00-Canoe Derby Committee 2,166.67-Institutional Advertising
1,125.00-Community Action Plan 875.00-Tourist Information
824.46-Technical Assistance 1,403.47-Contingency

The extension team, which would no longer be involved due to discontinued funding, reacted to the decision of the steering committee by recommending to the U.S. Forest Service the following:

- Review the original grant proposal, not the arbitrary revised one,

- Designate a minimum of $24,000 to the Chamber of Commerce to be used for tourism marketing. The Chamber could then qualify for an additional $20,000 grant from IRRRB. Conditions for administering this program
- Development of a grant proposal to IRRRB for two unmanned information kiosks to be located at the Canadian and Lake County entrances to the "Tip" region, and
- Grant funding through the U.S. Forest Service for display panels in the unmanned kiosks ($4,000)

Improving Promotional and Informational Materials

In cooperation with the Tip advertising committee, the extension team sought to assist with the revising, redesigning and updating of the "Tip" marketing program and related promotional and informational publications. An important objective was to "modularize" the promotional materials in order to improve the organization's ability to respond selectively to requests and inquiries from potential vacationers. This was felt to be a much more cost effective approach to marketing services than distributing a single, all inclusive (and more expensive) publication to all individuals regardless of their needs or activity preferences. Thus, the strategy was to develop a core "lure" brochure which was complemented by:

- Winter and summer maps which identified business locations points of interest and activity sites (hiking, snowmobiling, etc.) and continued advertising, and
- Informational pamphlets/guides which describe in detail the opportunities for various recreational activities (skiing, stream fishing, etc.).

In accomplishing this strategy emphasis was placed on:

- Maximizing participation by the Tip membership and utilizing local artists, writers, and photographers whenever possible,
- Designing flexibility into the promotional program so it could be expanded to meet increased demand and/or to include additional efforts such as posters, post cards, calendars, road signs, etc., and
- Assuring that the promotional program that was developed was complementary and consistent with other existing programs such as Border Country, etc.

Devising Additional Marketing Strategies

Additional efforts were made to develop and modify components of the Tip's marketing program. Numerous discussions and cooperative ventures with
- Increase the number of visitors to the Lutsen-Tofte area during non-peak periods,
- Increase visitors' length of stay by providing better information about things to see and do,
- Develop a desire among existing clientele to return during a different season, and
- Create an image which identifies the Lutsen-Tofte area as a vacation destination with unique opportunities, facilities, and attractions.

It was decided that accomplishing these goals would require the development of a colorful "four season" lure piece that would vividly describe the recreational opportunities that are available in the Lutsen-Tofte area. This piece would be supplemented by six specific visitor information pamphlets that described in detail the availability of recreational activities such as hiking, stream fishing, and cross-country skiing. The four-season lure piece would be for general distribution to create an appealing image for the area and to spark interest for more information. The specific informational pamphlets would be used to respond to inquirers who were interested in details about a particular recreational activity and thus, were high potential conversion prospects. The decision to emphasize these publications was based on Sea Grant program research that indicated visitor dissatisfaction with the amount of information that was available (either prior to or after arriving in the Lutsen-Tofte area) and on the fact that a modular system would produce the flexibility for the promotional program that would allow it to be expanded to meet increased demand and/or to include additional efforts such as posters, post cards, calendars, road signs, etc. Providing additional information of this type was designed to capitalize on the promotional efforts of other organizations by capturing "pass through" visitors who were already familiar with and attracted to the "Northshore" area. In addition, the program was designed to be complementary and consistent with other existing programs such as Border Country, Tip of the Arrowhead Association, etc., yet capable of creating a clearly defined image that would allow the association to successfully distinguish itself as an independent association capable of promoting the recreational opportunities available in the area.

A number of other suggestions were made which would implement the new marketing program including:

- Creating a slogan and logo for the organization and its promotional materials (four seasons orientation),
- Conducting a thorough inventory of the festivals, attractions, facilities, resources, etc., that exist in the area (emphasis on Minnesota's mountains, Thomsonite gems, waterfalls, Lake Superior, access to the BWCA),
The extension team also assisted the LTTA by providing mailing lists of prospective vacationers, lists of traveler writers, lists of outdoor oriented organizations, by arranging for publicity for events and new developments, and by obtaining grant funds of $11,000 to help finance this exceptional effort by the organization.

The performance of the LTTA in this project was phenomenal. They accomplished all of the components in less than 18 months. Their membership increased from 3 to 38 businesses and revenues in the area increased (in contrast to many other tourism destinations in the state). The quality of the programs implemented by this organization is further testimony to their orientation, their desire to cooperate and their willingness to request and utilize educational and technical assistance.

Grand Marais Gunflint Trail Outfitters Association Marketing Assistance

While the grant proposal designed cooperatively by the extension team and the Grand Marais Gunflint Trail Outfitters Association (GMGTOA) included a number of activities, the primary emphasis was an innovation in travel/sports show presentations.

Sports shows are a traditional means of marketing for the tourism businesses and associations in Northeastern Minnesota. In some cases over 80% of the individual/associations annual promotional budget is allocated to the sports show circuit. Huge sums of money are spent attending such shows, yet there has been little (if any) attempt to identify the cost-benefit ratios that presentations produce. In addition, there is little information on which presentation style, booth design, literature display techniques, etc., is most effective.

Working with the extension team, the GMGTOA sought to address these important areas. A new market (Dallas) was identified through review of census data and economic indicators obtained from the Dallas area Chamber of Commerce and economic development organizations. Then, an innovative pilot program for sports show presentations was developed. Program components included:

- Renting a large booth (3 full spaces) in a prominent location at the Southwest Sports and Vacation Show,

- Designing an open area with a simulated campsite (donated) and canoe (donated) which allowed people to walk into the display area,

- Creating attractive backdrop with scenes from the Gunflint area, maps of the BWCA and Northeastern Minnesota (for location purposes) and a listing of special outfitting packages,
- Conduct an evaluation of the Southwest Sports and Vacation Show, in cooperation with the extension team,

- Conduct a direct mail promotional program using Dallas and Minnesota Border Country mailing lists,

- Conduct a "Shore Lunch" buffet similar to the Minnesota Arrowhead Game Dinners in conjunction with the Minnesota DNR (invited would be members of the news media, outdoor writers, travel agents, club officers and other key individuals),

- Produce a specific "Wilderness Canoe Trips" brochure in cooperation with Republic Airlines,

- Produce a slide-show designed specifically for "Club" presentations,

- Produce a "News Media Package",

- Pre-arrange television and radio "Talk-show" appearances and interviews with outdoor and sports writers,

- Design a pre-show media campaign for insert in daily newspapers (for example, in order to maximize exposure and visibility, plan for an early advance man approach to maximize efforts of sportshow team), and

- Design a "Boundary Waters Campfire Dinner" to be used in advance of sports shows to announce the association's arrival or to promote specific events (in cooperation with freeze-dried food).

Marketing Assistance in the Lake Vermilion Area - The "Vermilion Experience" and the Tower-Soudan Information Kiosk

The communities of Cook and Tower-Soudan are service centers for the tourism industry in the west and east ends of Lake Vermilion respectively. The tourism industry is represented by the Cook Chamber of Commerce (CCC) and the Lake Vermilion Resort Association (LVRA) on the west end and the Tower-Soudan Chamber of Commerce (TSCC) on the east end. For at least the past 20 years the tourism industries in these two communities had sold the same tourism product to the same markets. The two ends of the lake had rarely joined forces, however, to attempt to combine resources and market the Lake Vermilion area in its entirety as a destination area. Rather, each end acted independently. One result had been that neither end has had the critical mass nor the resources to be competitive in today's tourism marketplace.

Through discussions among representatives from the area's three tourism organizations, the extension team and the U.S. Forest Service, consensus was reached to combine forces and apply for a community grant to launch a
total of 482 unit-weeks booked for all 34 firms. Based on previous research the extension team conducted with guests at Lake Vermilion resorts, average per party expenditures for one week were estimated to be $761. Therefore, total expenditures by tourists who came to the Lake Vermilion area as a result of the Vermilion '82 program are estimated to be $366,700. This $366,700 in direct tourist expenditures generated approximately $15,000 in state tax collections and $2,700 in local taxes, plus approximately 10 full-time job equivalents. If the multiplier effect is considered these economic and job benefits to the area can be approximately doubled. These results are proof of what can occur when several small properties join forces in a cooperative area-wide marketing effort.

A second grant proposal was cooperatively prepared by the Vermilion '82 steering committee and the extension team for 1983. The two major elements of it were a marketing program similar to the one implemented in 1982 and an information center in Tower.

As of this writing, over twice the number of inquiries have been generated by the marketing program as were generated at the same time in 1982. Four major reasons for this are:

- Adjustments made in media placements on the basis of the 1982 experience,
- The continued development of a "Vermilion Experience" image in the market place as a result of selecting a central advertising theme and consistently weaving it throughout all communications,
- Carryover from the exposure the Lake Vermilion area received from the 1982 campaign, and
- General economic recovery.

The Tower information center consists of a new unmanned information kiosk (open 24 hours per day and funded by a grant from the Iron Range Resources Rehabilitation Board) and the adjacent refurbished railroad station which will be open in the summer session daylight hours. These facilities will provide travelers to the area needed information about things to see and do, directions and area services.

The Cook Visitor Information Center

Technical assistance funds from PL95-495 were designated for the Cook community to develop an area informational and promotional system for the Cook-Lake Vermilion area. An information center was constructed in the city in the fall and winter of 1981 and opened for visitor use from June to September of 1982.
7. SPECIAL PROJECTS AND REPORTS

During the project duration numerous questions arose concerning tourism industry management. These arose from the on-going operations of the U.S. economy, the state of Minnesota, the neighboring part of Canada, and the BWCA region and communities.

Most of these questions were in the form of needs, problems or opportunities requiring prompt attention, but usually not programmed into either the work schedule of the extension team or that of other groups. They included questions such as:

- What are the needs of tourism-related firms that assist in strengthening their operation?

- What is the possible impact of closing of Canadian customs stations in the BWCA edge?

- What is the impact of resorts selling out to the Forest Service?

- What is the impact of the closing of campsites by the Minnesota Department of Natural Resources?

- What is the feasibility of licensing outfitters?

- Is a lodging tax desirable as a means of funding community tourism promotion?

The response of the extension team to these adventitious questions and problems was to supply information to the concerned group. In some cases a systematic report was prepared. Because of the applied research work underway and access to a wide range of state and national agencies the staff was able to draw eclectically upon a wide range of information sources and bring it to bear in a meaningful way upon the issues at hand. Following is a summary of the major problems and questions addressed in this manner.

Ely Tourism Impact Report

The basic function of the Ely Area Development Council (EADC) is to promote economic development in the Ely area. In order to more accurately ascertain the importance and role of tourism in the Ely economy and to assist the EADC in informing the local residents of this, the EADC requested that the extension team make an assessment of tourism's economic impact in the Ely area. An impact report was assembled using data from the needs assessment, tourism market studies and state sales tax data.12/ It was directed at local residents. Following are highlights of the report.

Tourists spend about $11.6 million annually in Ely - about one-third of all retail sales made in the area. The businesses making retail sales to tourists can be classified into three groups:
Closing of Canadian Customs Stations Near Ely

In 1981 the Canadian government proposed that the customs stations near Ely be closed. Because of the heavy dependence the canoe outfitters in the Ely area have on outfitting customers enroute to Canada via these customs stations, the Ely Outfitters Association opposed this action. The Association requested that the extension team assist them by assessing the economic impact the proposed customs stations closings would have on the industry.

The big unknown in this situation was the proportion of people who would normally go through Ely into Canada but, if the customs stations were closed, would not go into the Ely area at all. Therefore, an estimate was made of the gross receipts Ely outfitters received from customers going to Canada in 1980. Using U.S. Forest Service BWCA permit data and making some reasonable assumptions about party size, expenditures and proportion of permittees actually outfitted, direct gross receipts to outfitters from Canadian bound customers in 1980 were estimated as $402,500. Using a multiplier of 2.0, total economic activity resulting in the Ely area was estimated as $805,000.

This information was provided to the Ely Outfitters Association and the Minnesota congressional delegation. The issue was finally resolved and the customs stations remained opened.

Implications of the Resort and Outfitting Business Sell-out in the Ely Area

Section 5 of PL95-495 requires that the USFS purchase certain resorts and outfitting businesses in the BWCA vicinity at the request of the owners. There are 19 such businesses in the Ely area. To assist in assembling an Environmental Impact Assessment required by law, the Kawishiwi Ranger District, Superior National Forest, requested the extension team to assess the economic impact of the purchase of these 19 businesses. A report addressing this subject was issued in May, 1981.13/ It was based on data collected in the Needs Assessment and guest studies.

Study findings indicate that these 19 businesses represent a significant share of the resort/outfitting industry in the Ely area:

- 39% of the lodging capacity,
- 16% of the rental canoes,
- 53% of the rental boats,
- 52% of the industry employees,
- 29% of the gross receipts and real estate taxes,
- 31% of other industry paid taxes,
- 45% of the payroll, and
- 28% of the promotional/advertising expenditures made by individual resorts and outfitters.
The economic impacts were estimated as: $703,000 reduced sales; $28,000 reduced sales tax receipts; 27 fewer full-time job equivalents.

The report was submitted to the Task Force which in turn met with state and U.S. Forest Service officials to present arguments against the 10 percent reduction. Means for campsite maintenance were found and the permit quota was not reduced.

Outfitter Licensing Study

During the fall of 1980, the extension team was asked by the Ely Outfitters Association (EOA) to study the question of licensing canoe outfitters. The primary genesis for the request came from outfitters who felt that some control was needed to reduce or eliminate fly-by-night outfitting and outfitting from out-of-state interests who impinge on the resource and contribute little back to the community. A study was then initiated to:

- Obtain examples of outfitter licensing systems now in place elsewhere and present this information to outfitter associations, and
- Determine if, in fact, licensing was desired by a majority of BWCA outfitters and, if licensing was instituted, what would be an acceptable fee structure, who should control or manage licensing and what other conditions such as outfitter, guide and user education should be required?

Information about existing outfitter licensing was obtained from several western states involved with the Western Outfitters Association. This information was summarized and given to Minnesota outfitters.

A meeting with the EOA with guests from Crane Lake and the Gunflint Trail present was conducted. This was a general discussion of the topic with views of both pro and anti-licensing presented.

An opinion poll with detailed questions was administered by mail to members of the EOA with one follow-up to non-respondents. Sixteen outfitters (40%) responded to the questionnaire. The results were summarized and distributed to the outfitters.15/

By a ratio of 10 to 6, the outfitters who responded rejected the idea of licensing. This in effect, demonstrated that it was a small, but vocal, group who favored the idea. The information generated may prove useful to the outfitting industry if the question surfaces again in the future.

The posture of the extension team during the study was one of neutrality. All correspondence and cover letters included with the opinion poll stated clearly that the extension team neither favored nor was opposed to licensing. Rather the extension team's action was to gather information for the outfitters to use in their decision-making. The EOA did not pursue instituting a licensing requirement.
8. APPLIED RESEARCH—AN OBJECTIVE
GUIDE TO TOURISM MANAGEMENT

Lack of accurate, objective information about tourism often imposes serious limits upon the industry's optimum development. The deficiency exists for a number of reasons: recent recognition of tourism as a major economic component has not allowed time to develop needed data systems; tourism crosscuts a wide range of business types, as ordinarily defined, thus the assembly of accurate data is more difficult than for many industries; and many studies of tourism have examined only parts of the phenomenon, they do not yield data needed for comprehensive understanding.

The University's major charter is the management of information. This includes the generation of data, its analysis and the teaching of principles and their means of application. While other agencies can and do conduct research, the University's credibility in this area and its relative objectivity give it a distinct advantage.

Applied research has two major advantages in such a setting. First it is a means of using the University's competence to get needed information to guide decision-making in tourism industry development. Secondly, data gathering provides a starting point in which concerned community elements can participate constructively. Most can also contribute insights to the analysis. Having worked together on assembling information, a basis then exists for cooperative effort on other projects. Among the major needs for information are to:

- Serve as a guide for development and marketing effort,
- Provide impact data about the role, structure and scope of the tourism industry,
- Provide benchmark observations for measuring progress, and
- Evaluate results of marketing and other specific efforts.

The eight research projects reported below all deal mainly with marketing. In addition, an integral part of these investigations included gaining a systematic, comprehensive view of the tourism industry and its components. This made possible reports such as Ely's Tourism Impact, in the section "Special Projects."

Overall Market Study of Current Guests

A major thrust of the applied research program involved an investigation of the current tourists vacationing in the BWCA vicinity. Nowhere did there exist a current, reliable and comprehensive data base on who vacationed in the area, why they chose northeastern Minnesota, their likes and dislikes, expenditures, vacation activities, etc. The overall objective of this
Following are a few of the highlights from the resort guest survey:

- Geographic markets: Minnesota - 49%; Illinois - 21%; Indiana, Iowa and Wisconsin - 5 to 6% each,

- About 85% were repeat customers,

- Resort guests spent about $15 million in 1980 in the area (average per party expenditure was $789),

- The most frequently used information sources were: friends and relatives 46%; resorts/outfitters 28%; Chamber of Commerce 10%; sports shows 12%,

- Resort guests, particularly first timers, want more to see and do (This is particularly true relative to activities for children),

- Fishing, observing nature, taking pictures, socializing with people, and motor boating were the five most popular vacation activities overall: However, some individual communities and resorts departed sharply from this overall activities profile,

- About 40% decided to vacation in Northeastern Minnesota within three months of their trip (About one-fourth decided as much as a year in advance),

- About 40% entered the BWCA: 15% of these spent one or more nights there,

- Resort guests tend to have higher incomes, be better educated and have higher proportions of professional/technical and manager/administrative occupations than the general population, and

- There are distinct differences among resort guests in different communities and from one resort to another. Important differences also exist between first timers and repeaters. Knowledge of these differences can be useful in attracting more first time visitors.

Additional work is needed to produce bulletins, fact sheets and other published material to continue to get these research results put to productive use by resorters and associations. A publication interpreting the resort guest research and suggesting ways for resorters and associations is currently being prepared.

Many challenging questions have also been raised by this research which require further investigation. The role of sport shows in the marketing mix is an example. The best approach to full advertising is another. Hopefully, more insight into these important aspects of resort marketing will be gained in the future.
Differences among respondents at different outfitters and communities are not as dramatic as with resort respondents.

Comments on needed follow-up are included in the section on Non-outfitted BWCA Uses.

Non-outfitted BWCA Users

A third component of the area's tourist population is made up of those who use the BWCA but do not utilize the commercial outfitting facilities. A sample of these people was drawn from Forest Service BWCA permit records the same as for outfitted individuals. Out of the 483 questionnaires mailed, 368 were returned (77% of the deliverable questionnaires) after three follow-ups.

A summary report was prepared for this population in the same format as for resorts and commercial canoe outfitters. Some of the highlights are:

- Most non-outfitted users are from Minnesota (87%),
- The average non-outfitted party differs in many ways from the outfitted party:
  - They stay in the area longer (ten days vs. eight days for outfitted parties),
  - Parties are smaller (four vs. five people),
  - Non-outfitted parties are nearly twice as likely to be families (60% vs. 35%),
  - They have slightly lower incomes,
  - Expenditures per party are about $100 less ($254 vs. $357, but non-outfitted canoeist do spend money. Total non-outfitted party expenditures in the area were approximately $4.8 million),
  - Non-outfitted parties have more experience in the area (16 previous trips there vs. 8), and
  - Non-outfitted parties have a more limited range of information sources about the area and are twice as likely to use the U.S. Forest Service for information (30% vs. 16%).

These and other differences between non-outfitted and commercially outfitted canoe parties present challenges for both public sector forest managers and private entrepreneurs. For the forest manager and policymaker,
satisfaction of their current guests. In addition, the project offered the "TIP" membership an opportunity to actively participate in a cooperative project.

A fourteen-question survey was developed and distributed to the Tip member businesses by the advertising committee. Respondents (guests) were able to drop off the completed surveys when checking out (in special collection boxes) or mail them (postage pre-paid) to the extension team. All of the participating member businesses were given specific instructions, both in person (advertising committee) and by mail (extension team) including:

- Distribute one survey per vacation party,
- Record the number of surveys distributed,
- Collect as many surveys as possible (to reduce mailing costs) from guests before they departed, and
- Return all unused surveys to the extension team.

Three important educational objectives were part of this project. The first was to involve the membership in the research project so they would be able to conduct them in the future. The second was to provide individual businesses with feedback from their own guests. The third was to use the combined (all participating businesses) results to describe the overall situation in the Tip of the Arrowhead Region. In either case, the survey results could be used to make marketing and development decisions which formerly had been based more on tradition and hunch than on information.

Completed surveys were collected from 524 summer and 76 winter guests. Individual businesses received personalized and confidential reports on how their guests responded to the survey.

An evaluation of the overall results for the "Tip" region was not prepared except for overall totals of the frequency of responses, because a statistically representative sample could not be assured. This situation resulted because of uneven handling of the questionnaires by the several businesses. This frequently occurs when there is voluntary distribution of questionnaires by untrained people. While the overall participation rate was good, (51% summer, 50% winter) the variation in number of surveys completed for each of the participating businesses was substantial, ranging from 115 to 1. These factors dictated that statistical techniques and weighted average systems would have to be applied in order to project all of the information collected in the surveys to the entire "Tip" region. Such effort was beyond the intended scope of this project, but may be completed in the near future as part of a graduate study program.

The primary outcome of this project was the provision of important information about clientele preferences to individual businesses. And despite concerns about statistical validity, some of the combined information
Research of Market Potential

A major thrust of the market research program was to assemble a data base on the market potential in the midwest for BWCA vicinity vacations and to recommend marketing strategies to realize this potential. This was accomplished through telephone interviews with 750 randomly selected households in the Chicago metropolitan area and 250 households each in Des Moines, Indianapolis, Kansas City and Springfield. All households were screened so that interviews were conducted only if at least one adult member had taken a vacation of at least 500 miles within the past three years. This research was contracted out to a private market research firm working closely with the extension team.17, 18/

Market potential of the population in the various cities was looked at in a number of ways. One way was to simply ask the question: "How likely do you think it is that you, yourself, will vacation in Northern Minnesota sometime in the next year or two ... very likely, somewhat, not too, or not at all likely?" Responses to this question indicated the highest percent of likely visitors to be in Des Moines:

<table>
<thead>
<tr>
<th>CITY</th>
<th>Percent Very or Somewhat Likely to Visit Northern Minnesota</th>
</tr>
</thead>
<tbody>
<tr>
<td>Des Moines</td>
<td>49%</td>
</tr>
<tr>
<td>Chicago</td>
<td>35%</td>
</tr>
<tr>
<td>Springfield</td>
<td>30%</td>
</tr>
<tr>
<td>Kansas City</td>
<td>29%</td>
</tr>
<tr>
<td>Indianapolis</td>
<td>25%</td>
</tr>
</tbody>
</table>

Converting these percentages to absolute numbers using a standard marketing formula (100 percent of those answering very likely plus 50% of those answering somewhat likely) resulted in Chicago having the highest potential:

<table>
<thead>
<tr>
<th>CITY</th>
<th>Number of Likely Households</th>
</tr>
</thead>
<tbody>
<tr>
<td>Chicago</td>
<td>223,500</td>
</tr>
<tr>
<td>Kansas City</td>
<td>54,400</td>
</tr>
<tr>
<td>Indianapolis</td>
<td>49,000</td>
</tr>
<tr>
<td>Des Moines</td>
<td>36,000</td>
</tr>
<tr>
<td>Springfield</td>
<td>11,400</td>
</tr>
</tbody>
</table>

Another approach taken to estimate market potential was to create a market potential measure. The market potential measure consisted of combining each respondent's score on six variables relevant to vacationing in northeastern Minnesota according to the following:

**EXPOSED LIKELIHOOD**

The respondent was scored 2 if he/she was "very likely to vacation in Northern Minnesota during the next couple of years. A score of 1 was given to those "somewhat likely. All other respondents were scored 0.
A closely related segment consists of those vacationers who go to environments similar to Minnesota’s (Wisconsin, Michigan, Canada and Alaska). With a predisposition to a Minnesota-like environment and activity array, these vacationers also represent prime targets.

Another good target market segment indicated were vacationers who are attracted to natural environments and historical sites but who do not necessarily fish or canoe. Visiting natural and historical areas was the most popular activity among both past northern Minnesota vacationers and those who had not vacationed there. Given this demand and the abundance of these appeals in northern Minnesota, this appears to be a good market growth segment for the area.

A fourth market segment identified by this research is the group whose last vacation was in the sunbelt, but who at some time in the past came to Minnesota or similar destinations. Since this group is quite large, attracting only a small portion of them would represent a substantial amount of business.

The documents reporting this research provide the detailed information necessary to estimate the size of these various target markets and to suggest successful marketing strategies for each. The reports were widely circulated in northeastern Minnesota and served as the basis for presentations to area tourism groups and consultations with individual operators. The relevant decision-makers involved with the marketing-oriented community grants were also given these results. These included government agency staffs, tourism associations and advertising/marketing firms.

Sports Show Research

Sport and travel shows are one of the most commonly used marketing methods in the Northeast Minnesota tourism industry. Individual firms and associations regularly allocate major expenditures of dollars and personal time toward them. Yet little is known about the effectiveness of sport and travel shows as a marketing method. Market research conducted as part of the BWCA project indicated that only 12 percent of the resort guests had obtained information through these shows, and only 4 percent said they were the most important information source.

In view of these facts, the extension team sought the cooperation of tourism firms and associations to conduct a sport and travel show study. During the period from fall 1981-spring 1982 several individual firms and associations collected names and addresses of sport and travel show attendees. Three methods of collecting names were used: registration for free vacations, registering to receive area vacation information and completion of a very brief questionnaire about attendee’s vacation travel and reasons for attending sport and travel shows. Names were collected at seven different sport and travel shows.
The total area thus held is over 37,000 acres having an assessed market value of more than $35 million. Tax revenue alone from this source to the two counties is over $1.5 million. (Note: Estimates made before the above data were available placed BWCA region second home properties at about 1,000. St. Louis county data are not yet available, but it appears that a more accurate figure would be in the range of 1,500 to 2,000 second homes. Thus earlier estimates fall substantially short.)

In the BWCA region, second homes are a major recreational use factor. They are also a major economic impact factor. The level of use and their continuing expansion in numbers suggests need for systematic policies toward this component of the region's tourism.

Research Into the Current BWCA Vicinity Hotel and Motel Guest Market

The Needs Assessment and early market research efforts focused upon "waters edge" firms, primarily resorts, outfitters and group camps. Only general estimates were made for other BWCA tourism impacts and markets. It was recognized that urban-based hotels and motels host an important area tourism segment. Understanding this market impact and its characteristics is essential to full comprehension of the BWCA region tourism industry.

In 1980 a comprehensive market segmentation study of the North Shore's tourism began. This project greatly expands the knowledge of northeastern Minnesota tourism in geographic area as well as in depth of understanding. Along with a comprehensive market survey of all Lake and Cook County facilities on the North Shore, motels in Cook (city), Tower and Ely were included. This survey covers an entire 12 month's period. In addition to securing travel pattern information about these area guests, estimates are made of their economic impact, their socio-economic characteristics and their recreational experiences in the area.

Eighty-three hundred parties used Cook/Tower/Ely motels. They spent $2.65 million (In Ely impact estimates about $2 million of this is counted as spending by "outfitter" customers -- the largest single item of area expenditures by the motel guests was for outfitting!). These guests made almost 80 percent of all their expenditures in the three summer months.

Data for Cook County North Shore facilities will be published as a separate North Shore market segmentation study. For all facilities together there were 58,200 party-trips accounting for spending of $14.7 million in all of northeastern Minnesota, including expenditures on the North Shore in Lake County.

Numerous new insights concerning the characteristics of these guests have been gained. They overwhelmingly come for "recreational purposes" just as do resort guests, and are especially attracted by the high quality natural resources. These insights and other will assist the further management of the area's tourism resources and industry.
- BWCA region and Twin Cities media - TV, radio, newspaper, etc.

- BWCA Advisory Council - community leaders and tourism business operators.

Building communications networks and stimulating information flow among these parties and others was threaded throughout all program activities. The specific form it took was as varied as the groups themselves. It included appearing on formal meeting agendas, informal conversations, specially arranged meetings to discuss specific issues, newsletters and other mailings and making presentations at industry and professional meetings. The basic approach included: acting as a source of reliable information on specific BWCA vicinity-related issues; assisting in clarifying, interpreting and understanding issues; putting the various parties in touch with each other; helping them identify and clarify roles and actions; and assisting with implementation of actions where appropriate. Although much of the value of this activity is difficult to isolate, the positive outcomes of many of the overall Educational and Technical Assistance Program components are largely as a result of these efforts. Two examples serve to illustrate this activity:

- BWCA User Education Program - Working cooperatively with the U.S. Forest Service and area canoe outfitters, an educational brochure targeted on BWCA users was developed. The purpose of the brochure was to provide BWCA users with some basic guidance regarding how to use the wilderness without degrading the natural resource base. Although the final product had some shortcomings in design, layout, tone, and content, it represents a start on a large scale program to educate BWCA users so that they don't kill the goose that lays the golden egg.

- The Friends of the Boundary Waters Wilderness - is an environmental group having as a major goal the protection of the wilderness environment found in the BWCA. Traditionally, there has existed a degree of antagonism between the Friends and the local commercial tourism businesses around the BWCA. Through extension team discussions with the Friends of the Boundary Waters staff and northeastern Minnesota tourism associations, an agreement was formulated whereby the Friends carry copy in their quarterly newsletter about the availability of resort and outfitting services in the area. Also included were the names, addresses and phone numbers of the area's Chambers of Commerce and other tourism-related associations. The Friends now regularly devote some space in their newsletter to this topic. This is an indication of increased cooperation and understanding among previously highly polarized groups.

Very closely related to the above described efforts to build communications networks and stimulate information flows among various parties having an active interest in the BWCA vicinity, were the meetings held with groups to further other specific educational/technical assistance goals. On at least 342 identifiable occasions, extension team members met with groups
### TABLE I - Educational/Technical Assistance Coordination-Group Situations.

<table>
<thead>
<tr>
<th>Organization/Structure Met With and/or Meeting Topic</th>
<th>Number of Occasions</th>
<th>Number of Staff Involved</th>
</tr>
</thead>
<tbody>
<tr>
<td>- Enterprise Groups-(Resort, Outfitter, Motel Community Businesses)</td>
<td>65</td>
<td>14</td>
</tr>
<tr>
<td>Brochure and Marketing Development</td>
<td></td>
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<tr>
<td>Package Tours Demonstration Program</td>
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<tr>
<td>Ash River Resort Seminar</td>
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<tr>
<td>Recreational Concepts Program</td>
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<tr>
<td>Needs Assessment Development</td>
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<tr>
<td>Ely Outfitters-Licensing</td>
<td></td>
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<tr>
<td>Computer Workshops</td>
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<tr>
<td>Lutsen Group (Sea Grant Ext. organized)</td>
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<tr>
<td>State Resort Seminar</td>
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<tr>
<td>(Marketing/Pricing)</td>
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<tr>
<td>Governor's Tourism Conference</td>
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</tr>
<tr>
<td>(Marketing/Brochures)</td>
<td></td>
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</tr>
<tr>
<td>- Market Research Associations</td>
<td>111</td>
<td>11</td>
</tr>
<tr>
<td>Tip of the Arrow Association</td>
<td></td>
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<tr>
<td>Lutsen Tofte Tourism Association</td>
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<tr>
<td>Ely Area Development Council</td>
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<tr>
<td>Lake Vermilion Association</td>
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<tr>
<td>Vermilion '82 Steering Committee</td>
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<tr>
<td>Ely Chamber of Commerce</td>
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<tr>
<td>Ely Design Group</td>
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<tr>
<td>Gunflint Trail Outfitters Assoc.</td>
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<tr>
<td>Minnesota Arrowhead Association</td>
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<tr>
<td>Grand Marais-Lions Club</td>
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<tr>
<td>Tower-Soudan Chamber of Commerce</td>
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<tr>
<td>Orr Chamber of Commerce</td>
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<td></td>
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<tr>
<td>Crane Lake Commercial Club</td>
<td></td>
<td></td>
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<tr>
<td>Cook Chamber of Commerce</td>
<td></td>
<td></td>
</tr>
<tr>
<td>- Advisory Groups</td>
<td>93</td>
<td>11</td>
</tr>
<tr>
<td>Grand Marais - Info. Center</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Tower - Information Kiosk</td>
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<td></td>
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<tr>
<td>Cook - Information Center</td>
<td></td>
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<tr>
<td>AES Advisory Group - BWCA Project</td>
<td></td>
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<tr>
<td>Governor's Citizen's Advisory Task</td>
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<tr>
<td>Force on the BWCA</td>
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<tr>
<td>VNP Advisory Committee</td>
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<tr>
<td>Border Country</td>
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</tbody>
</table>
affected communities. An Advisory Committee was formed for this purpose and functioned effectively until adequate linkages were formed through specific programs and activities. At that point the committee was disbanded.

In many traditional extension programs, activities generate slowly as needs arise and are articulated. The luxury of adequate time was lacking in this program. Programs were conceived, developed and implemented quickly. That most efforts had successful outcomes can be attributed to the continuing coordination between all participants. On occasion some specific projects caused consternation and even developed opposition. The root of most of these problems lay in the rapid movement of the activity and a breakdown in communications.

It would be misleading to suggest that all goals in delivering educational programs to Boundary Water's participants had been met. Primarily because community grant programs emerged as a major factor (Section 5) and a great deal of time was required to provide technical assistance to them, many educational needs were left unfulfilled. For example, much of the wealth of the market studies undertaken in the course of the project was never mined and reported in depth to clientele who could utilize the information. A goal of the Extension Service, given resources that permit such accomplishment, is to continue the educational thrust to both the Boundary Water's economic community and tourism-at-large in Minnesota as part of an on-going extension program.
The Provision of BWCA Accesses by Private Hospitality Firms

Significantly, private hospitality firms serving the waters edge in the BWCA were found more important in access to the BWCA region than the dedicated area itself. In summer 1978, an average of 5,260 were housed overnight compared to an average of 4,280 who were daily in the dedicated area. The hospitality occupancies do not include group camps, motels in area cities, nor North Shore facilities.

As another example, guests of North Shore facilities in Cook county including Grand Marais, reported that they spent about one-third of their time elsewhere in Northeastern Minnesota and that 19% entered the dedicated BWCA. The North Shore and the BWCA are different features but they are clearly closely interrelated.

These findings reveal important aspects of the role of private commercial hospitality services outside but in the vicinity of the BWCA to recreators' area access and recreational experiences. They indicate that the large majority of regional tourists are not single-mindedly interested in penetrating the BWCA.

General observations of the BWCA and other reserved recreational areas suggests that recreational users could benefit from attention to cooperative management by all concerned interests in contrast to focus upon the dedicated area alone. It was found that limited systematic provision for recreation in the area surrounding the BWCA was available. But the unreserved area is a larger area, and much of it is as high quality as in the dedicated area. It was for this reason that the "Recreational Concepts" and the "Community Theme" projects were launched in this educational/technical assistance program. Outcomes of these projects suggest that:

- The communities and their hinterland provide the "entering to the BWCA. This is important to the overall return to recreation.

- The hospitality services are the most important access facilities.

- The hinterland area offers opportunity for a wide range of experiences of high quality and having commercial service return to local communities.

- Many can be thus diverted from the BWCA making possible a better quality wilderness experience for those who do enter.

The Future Potential

A summary of applied research findings and project experiences suggests the following:
References


Appendix A

TOURISM MARKETING SUPPORT MATERIALS

Throughout the BWCA Educational and Technical Assistance Program, Staff assisted area organizations with the production of a wide range of marketing support materials. Following is a selected list.

Crane Lake Commercial Club

"Crane Lake: On the Minnesota Canadian Border" - a six-panel, four-color, area lure brochure.

"The Grate Fall Escape" - a six-panel, four-color direct mail brochure for a special fall promotion.

Ely Area Development Council

"Plan a Winter Adventure in Ely and the Surrounding Area" - an eight page, four-color winter lure brochure distributed in conjunction with a T.V. and magazine campaign.

"Ely Really" - a community pride campaign (buttons, bumper stickers, store window posters, street banners).

Grand Marais and Gunflint Trail Outfitters Association

"Membership Directory" - for distribution at the Dallas Sports Show.

Lutsen-Tofte Tourism Association

"A Yearful of Reasons to Enjoy Lake Superior's Seasons" - four-color lure brochure.

"North Shore Mountain Ski Trails" - brochure describing area skiing facilities and trails.

Minnesota Arrowhead Association

"There's Nothing Else Like it in the World: Minnesota Boundary Waters Country" - a 16-page four-color area lure brochure for distribution through "Operation Border Country" marketing program.

"Border Country/BWCA map", Border country Business list" - a listing and description of the tourism businesses participating in the Border Country program.

Pearsall's Voyageur Travel, Inc.

"Border Country: Northeastern Minnesota" - a 22-page, four-color package tour and brochure describing 38 vacation packages used in the package tour demonstration project.