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**Government Of The Northwest Territories -  
Overview Of Current And Potential Tourism  
Products**

**Type of Study: Analysis/review Tourism,  
Tourism - Derek Murray, Consulting Reports,  
1987**

**Date of Report: 1987**

**Author: Derek Murray Consulting Limited**

**Catalogue Number: 11-34-1**

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o we are not in  
business, totally  
undeveloped, market

**GOVERNMENT OF THE  
NORTHWEST TERRITORIES**

**OVERVIEW OF CURRENT AND  
POTENTIAL TOURISM PRODUCTS**

Attention:

Peter Neugebauer

February 20, 1987

Fax # (403)

920-4218

Thanks

Shelly

## 1.0 INTRODUCTION

In 1986, the Ministers of Tourism requested the development of a Canadian development strategy paper which would identify existing tourism products, what is lacking, and where potential for development lies.

This report was prepared to indicate the status of tourism products in the Northwest Territories for inclusion in a final report being presented to the Federal/Provincial conference of Tourism Ministers being held in June 1987.

The following presents an overview of both current and potential tourism products; a review of the supporting service infrastructure and issues facing the Northwest Territories with respect to financing and professional development.

## 2.0 AN OVERVIEW OF THE NWT TOURISM INDUSTRY

### 2.1 Significance of the NWT Tourism Industry

Here or later  
 The NWT however provides <sup>Scenic view of NWT</sup> ~~great~~ <sup>opportunities</sup> pass-through potential for southern <sup>Canadian</sup> ~~visitors~~ as virtually the only north is the only Canadian destination which cannot be directly accessed directly by ~~major~~ international travellers.

The NWT tourism industry is unique within Canada. Unlike southern destination areas there are no major pass-through markets which can be addressed. Road transportation is limited to only the Western region of the NWT. It is very much a destination region. Physically it is Canada's largest destination area accounting for approximately one-third of Canada's physical land area, spanning almost the entire Northern Canadian frontier and bordering four provinces and one territory.

High Per Capita Expenditures

• high per capita expenditures  
 • magnet to draw in new money

Although Canada's physically largest destination area, the NWT is Canada's smallest destination area in terms of actual tourism travel. Annual tourism trip travel captured by the NWT industry is estimated to be only 140,000 trips of which 70% are generated by NWT residents themselves. Non-resident travel to the NWT is estimated to be 44,000 visitors a year. To put this in a national perspective, the NWT industry would account for less than 1% of all Canadian tourism trips.

Although the current level of tourism travel to the NWT could not be considered a major segment of the current Canadian travel industry, it is a critically important element of the NWT's economy. <sup>High per capita expenditures per tourist and the acceptance of high prices for</sup> The estimated value of tourism travel expenditure associated with non-resident travel to the NWT is \$60 million annually. <sup>World Class and the</sup> This results in an estimated 1,500 person years of annual full time employment and 2,000 part time jobs. <sup>F</sup> As a result the NWT tourism industry is second only to mineral development as the NWT's largest employer. <sup>majority & the industry Account important fiscal protection</sup> Given

current slump, that mineral resource industries are experiencing, tourism will take on increasing importance for the 50,000 residents of the Northwest Territories.

It is currently forecast that tourism revenues will increase by \$38 million over the next 5 years, generating a further 28,000 person of employment for the NWT.

*that the virtually unlimited opportunities/potential for tourism development will*

*& reviewed by*

2.2 structure

*See marketing pp 4/5  
role / mandate / rep.  
New paragraph*

The NWT is comprised of the private sector, six tourism zone associations, which are part of a broader umbrella, the Travel Industry Association of the NWT, the Government of the Northwest Territories and of Canada. The principal marketing body for the NWT is ~~Travel Arctic~~ *the Tourism and Parks Division of the Dept. of Canadian Dev. & Tourism.* In recent years there has been increasing emphasis on the creation of an effective travel industry association for the NWT as a vehicle to co-ordinate industry development. The Travel Industry Association represents all members of the industry, regardless of geographic location. It provides a forum for co-ordinating efforts between the zones and their participation in development programming on either the product or market side of the industry.

*and developed  
Canada Dev.  
& Tourism.  
Their markets  
body is  
based on  
T. & Wildlife  
government  
GNWT  
Regional gov*

*pg 1  
EPA*

*(6)*

Figure 1 shows the six travel zones for the NWT. The creation of regions is really the only practical way of approaching tourism industry development in the NWT considering the enormous land area involved. Each of the zones offer differing travel products and appeal to different travel markets.

*with one 2 illustrates  
GNWT  
administrative  
regions*

Each Tourism Zone Association represents the communities and organizations participating in the tourism sector, within an

*See [ @ | @ ' + 1 New EPA*

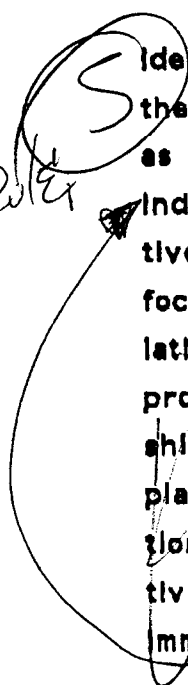
**FIGURE 1**

While there must always be a perspective of future development, zone focus on the more short term immediate results and sales for its members.

ORGANIZATION by zones or regions

Identified geographic area. The Zone Association provides the opportunity to maximize the effects of promoting a region as a package of attractions, which is more powerful than individual efforts. It functions as the regional representative of tourism interests and businesses, and provides the focal point for making recommendations, advising and otherwise stimulating tourism development within their regions. Marketing programs (on behalf of and as joint ventures by the membership), administration, product development counselling and plant development assistance are integral to the associations' activities and while there must always be a perspective of future development, the focus is on more short-term, immediate results and sales for its members.

Govt Policy



Govt role under stated

The road accessible zones of Big River and Northern Frontier account for almost 70% of total tourist visitation to the NWT but only 56% of total tourist expenditure. Although the other more remote travel zones of the Keewatin and Baffin have considerably fewer visitors, trip expenditure is high, largely due to the increased costs of transportation as well as a longer length of stay. The Central Arctic currently receives the lowest number of tourists at only 1,300 visitors a year.

1/2 of NWT Alberta

WANA?

Arctic zone X

Unfortunately visitor market origin data for the NWT is not accurate and at best would be termed descriptive. At the individual zone level market origin data is only available for some of the zones. The market origin of visitation varies considerably between the zones. To illustrate this we have compared the market origin of visitation to the Northern Frontier/Big River zones to the Baffin.

ZONES V.S. REGIONS

TABLE 1.0

comparison of Travel Market Origin  
for the Northern Frontier/Big River  
and Baffin Zones

Market Origin	Northern Frontier/ Big River	Baffin
Ontario	12%	29%
Quebec	4%	12%
Western Canada	72%	12%
U.S.A.	9%	29%
Foreign	2%	18%

Given market and product differences between the zones, co-ordinated regional strategies are essential in implementing a successful strategy for NWT tourism industry development. As a basis for this strategy a tourism data base is being developed that would monitor key travel markets and evaluate the success of program development and implementation.

### 2.3 Recent Development History

Senior NWT governments prior to the 1980s did not strategically address the development of the NWT tourism industry. It was largely perceived and marketed as a fly-in destination for fishing and to lesser extent hunting. Further a good portion of the industry plant, fishing/hunting lodges, was owned and operated by non-NWT residents. There was also little community involvement in or awareness of the tourist industry.

In 1983, the essence of a Northern Territories Tourism Strategy was prepared. There were two major themes to the Strategy:

- That tourism development be community-based.
- That tourism development be spread through the NWT.



The present NWT tourism strategy is based on the following ten principals:

1. Tourism is a desirable industry for the Northwest Territories and the benefits of tourism should be dispersed throughout the Northwest Territories and not to just a few centres.
2. Tourism, however, should only be encouraged and promoted in those communities/settlements which are ready and/or willing to be involved in the industry,
3. Tourism should be primarily a private sector industry. The private sector should take the lead in developing viable operations with the government involved in the provision of support services [roads, airports, research, general information distribution]. In the short term, however, government will need to provide incentives to encourage interest in tourism development,
4. The tourism industry should operate under the free enterprise system, allowing good operations to succeed and poor ones to fail.
- 5\* It is desirable to increase the overall number of visitors to the Northwest Territories.
6. It is desirable to attract new and different types of markets.
7. Tourism in the Northwest Territories should be a year round industry, not just a seasonal one.
8. Large volumes of visitors at one time, in one location, are not desirable in most of the communities (except Yellowknife, Uluksuq, Hay River, Fort Smith and Frobisher Bay where visitors are more easily absorbed into the population).

9. Tourism development should build on the unique resources (natural, cultural and historical) and minimize negative social and environmental impacts.

*derive maximum benefits from tourism related activities and be involved in the different facets of the industry.*

10. It is desirable to have residents of the Northwest Territories (including ~~Deni~~ <sup>and</sup> Inuit and ~~White~~ <sup>and</sup>) involved in the different facets of the tourism industry <sup>and derive maximum benefits from</sup>

The concept of addressing tourism as a separate economic sector for development and promotion is ~~still~~ a relatively new one to the NWT. Comparatively the NWT lags behind other Canadian regions <sup>stage of</sup> in its approach to and development of a tourism industry sector. Since 1983, the NWT has focussed <sup>! potvomic</sup> on the following:

**RULES AND RESPONSIBILITIES**  
**Tourism Industry Organization**

<sup>Government / Industry</sup> <sup>Community / INDUSTRY</sup> <sup>ORGANIZATION</sup>  
The strong industry/government/community ~~tourism~~ travel association is an important component of NWT tourism industry development. Tourism in the NWT has to be approached on a consensus basis. As a result the Travel Industry Association of the NWT has been given an important mandate to co-ordinate NWT-wide industry development, planning and marketing.

*OUT  
or move back*

**Regional Tourism Studies**

Regional Tourism studies have been completed <sup>or are ongoing in</sup> for all but one of the ~~six~~ <sup>all</sup> travel zones in the NWT. Those ~~were~~ major studies taking over *one* year to complete. They involved considerable community consultations. The studies focus <sup>opportunities</sup> on inventorying and evaluating each region's tourism <sup>demand</sup> potential based on market <sup>demand</sup> potential and product development. The regional plans are used <sup>by each zone</sup> as a focus for tourism planning and development.

**Canada/NWT Domestic Market (Tourism and Small Business)  
Development Subsidiary Agreement**

In 1983 the Governments *of* Canada and the Northwest Territories signed a \$10075 million agreement. Within the Agreement tourism was treated as a separate sector with committed funding of \$3.6 million. The funding under the agreement was utilized to establish and provide support funding to the Travel Industry Association of the NWT, initiate the development of regional tourism plans, NWT tourism marketing and Industry Incentives.

## **3.0 CURRENT PRODUCT DEVELOPMENT STATUS**

In this chapter we have outlined the current status of the NWT's tourism products.

### **SoI NWT Travel Products**

Very simply the NWT's travel products centre on the NWT's physical environment and its people. It is a unique region within Canada that has in many cases outstanding physical resources that are of international significance. There are two broad travel product categories:

- . **Adventure/Outdoors Products**
- , Touring Products

The adventure/outdoors product category includes both non-consumptive and consumptive travel products,

#### **Non-Consumptive Adventure/Outdoors Products**

- . **Wildlife Viewing**
- . **Outdoor Recreation**
  - camping/hiking/canoeing/ white water rafting
- , **Naturalist Expeditions**
- . **Photo Safaris**
- . **Adventure Experience**
- . **General Interest**

#### **Consumptive Adventure/Outdoors Products**

- , **Fishing**
- . **Hunting**

The future growth of the NWT's pleasure travel markets will become less dependent upon consumptive travel products. The NWT has traditionally held a single market image as a fishing destination. Not only is this a narrow market segment but it is one that holds only limited potential for future growth. The sale of fishing licenses to non-residents has not shown any real growth over the period 1971 to 1985.

The second broad tourism product area for the NWT is less product specific but involves general touring of the NWT's physical and cultural environment. Here the NWT's unique differences between the rest of Canada will be emphasized in promoting travel to a unique destination. This includes:

#### Outdoors Orientated Touring

- . Wildlife Viewing
- . Special Interest Travel

#### Arts/Culture/History Orientated Touring

- . Touring Northern Communities/Purchasing NWT Arts/Crafts
- . Experiencing NWT Culture and History

These travel products will appeal to individuals seeking a unique and very different travel experience,

The following sections illustrate examples of each of these products that are either developed or developing in each of the NWT's Travel Zones. ~~These products were already identified~~

*in marketing strategies prepared for the NWT.*

~~They include~~ *and development*

*NWT tourism products, including, but are not limited to the following examples:*

*These products have to be either developed or have been identified in marketing and development strategies prepared for the NWT.*

where  
did these  
come from?

### **Keewatin Travel Zone**

- Establishment of naturalist lodges to serve photographic and wildlife safaris.
- Development of the Thelon Game Sanctuary.
- Cultural tours of Inuit lifestyle/culture.
- Boat sight-seeing tours.
- Wilderness canoeing packages on major river systems,
- Ski-doo and dog-team package tours of the Barrenlands.

### **Baffin Travel Zone**

- Canada's most northern National Park - Pangnirtung.
- Development of a world class resort at Pangnirtung.
- Big game hunting.
- Interpretive boat tours of Hudson Bay and Arctic Waters,
- Traditional Inuit arts and crafts and cultural tours and discovery tours.
- Historical tours based on early Arctic explorers.
- Big game wildlife safaris.
- Spring adventure tours by dog-team or ski-doo.

**Central Arctic** Arctic Coast

- Big game sport hunting.
- World class lodges at GJOA Haven and Bathurst Inland.
- Cultural tours,
- Arctic wilderness experience and nature tours.

*when to identify lack of packaged product - on the way etc.*

**Big River/Northern Frontier**

- Tourism corridor development ● long MacKenzie highway,
- Development of community events.
- Business conferences at major communities - Hay River, Yellow knife.
- Naturalist ● xperiences associated with Wood Buffalo and Nahanni Parks.
- Great Slav. and Groat Bear Lakes are the NWT's strongest fishing destinations.

**Western Arctic**

- Naturalist experiences and safari package tours,
- Sport hunting in the MacKenzie River area for *o*ll sheep, caribou, moose and bear .
- Tourism facility corridor development along the Dempster Highway to provide access to wilderness experiences ● nd historic sites.
- Cultural contact tours.
- Naturalist lodge and camp development,

**3.2 Market Opportunities**

*to get packaging/organize well in*

The NWT tourism industry has the potential to supply a wide ● nd attractive range of tourism products in the wilderness and adventure markets as well ● s those travel markets seeking unique cultural and pleasure travel experiences. The future growth of the industry will largely depend upon the development of highly specific adventure and wilderness travel

*- PACKAGING*

market segments in the U.S. and overseas markets. The American market offers the greatest potential for development.

The NWT has recently adopted a strategic marketing plan that addresses the marketing of the NWT's principal travel product generators. The strategy addresses both the short run and the long run. In the short run the strategy recognizes that, in many ways, the NWT is a developing product with a <sup>young</sup> tourism infrastructure that is simply not adequate to support increased tourist visitation. As a result in the short run the marketing of the NWT tourism products is based on well defined travel market segments matched to specific travel products where consistent travel product or "experience" packages can be delivered. In the long run the marketing strategy will keep pace with the development and upgrading of the NWT's travel products and services.

*- matching of packages to available capacity etc.*

*!!! we have excess capacity*

This will require the development of a product development strategy to ensure investment stimulation and tourism service delivery keep pace with the marketing strategy. The development of an NWT tourism product strategy is currently underway. This strategy will provide a framework for the development of the NWT's tourism product infrastructure.

### 3.3 Development Strategy

The NWT's current strategy is a realistic one that it recognizes that the development of the NWT's tourism industry will be long term. ~~Very simply the tourism infrastructure has not been developed to a point where it could support major growth in new tourism trip generation.~~ In ~~some cases~~ <sup>some cases</sup> communities

*It considers challenges such variables as varying stage of plant and product development across the north as*

*??*

*well as some inconsistencies in quality, capability and demand. The NWT is fully cognizant that infrastructure should grow with world class opportunities and occasionally all components of the tourism product may be insufficient.*



are not ready or capable of accommodating and hosting tourists. *while other local and regional communities are better prepared* As a result the NWT's current strategy involves a *three-tiered approach to product development which recognizes the industry's* three-tiered approach to product development:

1. The provision of basic visitor services.
2. Enhancement of the tourism experience; and
3. Development of major facilities.

Regarding the first tier, *any* communities *subject at the level of service* will focus on the development of basic services to accommodate travel visitation which includes the provision of accommodation, meals, and transportation. Basic services *well* should be developed *in all communities in order* to serve the resident and business travel markets that many communities now serve or could potentially serve. It provides the opportunity to build on the existing tourism plant to a point where it could have the capability to service non-resident pleasure travel markets.

With basic services in place, *the second phase of development, enhancing the tourism experience, processing, organizing and* then becomes possible to deliver travel products that would appeal to pleasure travel markets such as cultural events, wilderness adventure tours, game hunting and fishing trips, arts/crafts buying expeditions, interpretive tours, white water rafting and canoeing.

These products would be "package specific" aimed at providing unique tourism experiences. *Currently, these packages are marketed by the industry and trade publishers.* Currently, these packages are marketed by the industry and trade publishers.

The third tier would see the development of fully developed products that would include class accommodation and attractions that are world class. *This phase includes hotels with amenities, lodges, and scenic* At this stage in the NWT tourism product development the development of major visitor attractions would have to be led by public investment. As an example, this could include the development of a world class resort and interpretive development at Pangnirtung as the key access point to Canada's most northerly national park. *Similar opportunities for the development of similar major visitor attractions exist throughout the NWT and also include camp sites and package specific products.*

*So fishing lodges and other specialized lodges include major visitor attractions.* So fishing lodges and other specialized lodges include major visitor attractions.

*we have some quality bridges*

*to 28  
17/ver 20  
tour operators offer a variety of packages and the northern operators are known for their tailor made tours includes or big game outfitters, and then ranging from fishing in*

*some*

*the industry*  
*in all communities in order*  
*the second phase of development, enhancing the tourism experience, processing, organizing and*  
*currently, these packages are marketed by the industry and trade publishers.*  
*Similar opportunities for the development of similar major visitor attractions exist throughout the NWT and also include camp sites and package specific products.*

### 4.0 SERVICE INFRASTRUCTURE

The service Infrastructure of the NWT travel industry varies considerably throughout the NWT. For ~~some~~ <sup>many</sup> communities the only available service Infrastructure is ~~usually~~ air service while in others a full 'southern' service Infrastructure is available. Generally, with the exception of a few communities, the NWT service Infrastructure could be described as being ~~usually~~ <sup>incomplete as</sup> inadequate to service tourists. In ~~many~~ <sup>ACROSS the north</sup> cases facilities are ~~available~~ <sup>all always available</sup> such as food and lodging but they would require either ~~major~~ <sup>in some communities they</sup> upgrading or total replacement. ~~in order to~~ <sup>in order to</sup> ~~provide~~ <sup>provide</sup> an ~~integral~~ <sup>integral</sup> and profitable component of the package ~~for~~ <sup>tour organization</sup> transportation is perhaps the best developed sector of the NWT's tourism service Infrastructure. Road transportation for areas such as the Baffin, Keewatin and Central Arctic is simply not a reality now or in the future. These ~~are~~ <sup>are</sup> ~~now~~ <sup>now</sup> ~~only~~ <sup>only</sup> accessible by air only. As part of the tourism service Infrastructure it is the cost and not necessarily the availability of transportation service that is a major constraint.

*Down*  
*incomplete as*  
*usually*  
*ACROSS the north*  
*all always available*  
*in some communities they*  
*in order to*  
*provide*  
*integral*  
*tour organization*  
*if not out of date*

*and attractive*

Unfortunately data is not available for every component of the NWT's service Infrastructure. In some cases only limited data is available. In the case of accommodation and outfitting there is some basic information that provides an indication of trends within the service sector.

At present time there are a total of 81 hotels and motels located in the NWT. Currently most NWT communities have some form of year round accommodation. However the quality of accommodation varies considerably.

There are a total of 54 lodges located in the NWT. This includes

both naturalist and sport fishing lodges. These facilities are not located within communities and generally operate only during the summer months.

There are a total of 82 outfitters in the NWT. This includes sport-fishing outfitters and general touring outfitters. Outfitters provide a package of services including transportation, food and guiding. They do not have <sup>private</sup> accommodation facilities. *but not needed. true!*  
*offer comfortable tent camp.*

Table 2.0 indicates the growth in facilities over the period 1975 to 1987. Overall, accommodation and outfitting establishments have more than doubled. However, this has largely been due to the phenomenal growth in outfitting services. There are a number of reasons for this. First of all there is relative ease of entry into the outfitting business as it does not require the major capital outlays required by the lodge, hotel/motel sector. The growth of the outfitting industry can also be partly explained by tourism development initiatives undertaken since 1980 and the development and marketing of adventure/cultural packages.

**TABLE 2.0**  
**Number of Facilities By Type**  
**1976 to 1987**

Year	Hotels and Motels	Lodges	Outfitters	Totals
1987	71	54	82	207
1986	72	54	85	211
1985	66	51	80	197
1984	63	51	62	176
1983	48	47	29	124
1982	48	50	28	126
1981	48	53	31	132
1980	49	49	27	125
1979	49	47	23	119
1978	48	48	19	115
1977	42	43	20	105
1976	44	38	19	101
1975	39	40	13	92

The low growth in lodge facilities suggests that this sector has matured. This is partly explained by the flat growth in the general fishing market for which many of these lodges were established to capture in the first place. Some lodges have attempted to develop new markets such as the non-consumptive naturalist and northern interpretive markets.

The hotel and motel sectors has grown at a steady pace but appears to have flattened since 1985. Most NWT communities now have some form of accommodation but the total inventory of hotels/motels is declining as it does not address the growth in rooms or the quality of facilities. Quality accommodation is still a major constraint to the development of the NWT's tourism product. In the immediate future effective development of the hotel/motel sector will concentrate on upgrading and replacement as opposed to new additions to the current inventory of facilities.

mention big projects  
public funding

## 5.0 FINANCING

Financing tourism product development in the NWT is a major impediment. The NWT is not well represented by commercial banks. Only a few communities have representative banking services. Private investors are often non-NWT residents. Organized investors, friends and family have, in the past, focussed on the hotel or lodge accommodation sector. In many instances these investments were the result of a hobby or pursuit of an outdoors oriented lifestyle. Community development and venture capital corporations are still relatively new to the NWT.

See  
EDA

5

Gov't

Rob

The lack of available capital for NWT tourism product development is the result of several factors, some of which include:

1. Commercial lending institutions consider the tourism sector to be risk prone. A Canada-wide study of the Canadian resort industry that was undertaken by the TIAC underscored the problems facing the Canadian resort industry. Many of these problems were related to financing, the lack of investment credits and a poor return on investments. These problems are typical for the Canadian industry but even greater for the NWT's resort lodging industry\* As a result equity requirements are very high when compared to other economic sectors that require financing.
2. Other than in the major centres the NWT tourism industry has no track record, As a result the industry lacks credibility when approaching financial institutions.
3. The Northern banking systems could not be described as full-service. The banking/financial structure consists of branch offices with little or no local loan authorization.

4. Within the Industry itself there is also a lack of management skills to acquire and implement financing.
5. Relative to the south, northern capital costs are significantly greater due to higher transportation and building costs. Higher capital costs, in turn, lead to greater equity requirements in an already capital poor environment.
6. Financial institutions undervalue the equity or chattel value of northern assets. These assets are seen as having little value particularly in more remote settlements.
7. Given both the cost and availability of transportation most northern businesses carry higher inventories, as a result capitals often tied up in inventory.
8. The highly seasonal nature of the NWT tourism industry constantly puts capital at risk, a business' ability to carry long term debt is significantly constrained by a relatively short peak season in which to service capital debt.

Given the nature of the NWT tourism industry and the lack of capital availability, federal and territorial governments have implemented a number of programs, some of which include:

- . Small Business Loan Fund
- . Eskimo Loan Fund
- . Venture Capital Program
- . Special ARDA
- . Cost-Shared Marketing Assistance
- . Tourism Facility/Training Contributions

In addition to above programs the NWT is also considering other initiatives to improve Northern financial services. The GNWT is considering hiring an Investment officer to identify and promote Northern business opportunities. A 'bankers tour' is planned to familiarize senior officers of banking institutions with northern development opportunities and problems. As a follow up to Expo 1987, a familiarization trip for members of the Vancouver Stock Exchange is being planned to promote northern incentives and investment opportunities.

An important vehicle to encourage planning, development and investment in the NWT tourism industry has been Federal-Territorial Agreements. During the 1980's two generations of Development Agreements have been key vehicles in providing financial assistance as well as the planning and development of the NWT tourism industry product development. In 1987, it is anticipated that a Canada-NWT Tourism Subsidiary Agreement will provide a third generation vehicle for tourism industry development support. It is proposed that over three years a total of \$12 million in industry support will be allocated in a 70/30 per cent ratio between the Federal and Territorial Governments,

The Tourism Agreement will embrace the three-tiered approach to the NWT's tourism product development, described previously. Programming under the new Agreement will include:

### 1. Market Development

This program will address market positioning for the NWT in creating a destination image for the NWT as an attractive and unusual place to visit. It will be based on the NWT's current market strategy.

## 2. Product and Facility Development

This will be a major program initiative under the agreement, it will focus on upgrading basic visitor services to an acceptable level as well as the development of selected major facilities to world class standards. It will include:

- The development of new and improved accommodation and food services,
- Visitor reception and facility development.
- Major travel generator development.
- Community tourism support for theme development, facilities, attractions and events.

## 3. Tourism Industry Support

This program will address industry organization, human resource development and community tourism awareness. Given the "raw" nature of tourism product development in some regions there is still a real need for planning assistance for communities and regions in approaching tourism development,

Training and human resource development will be an important element of this program component. It will address both management and employee training for the industry. Lastly, for many Northern communities, there is a basic need for general tourism awareness programs.



6.0 PROFESSIONAL DEVELOPMENT

There are a number of human resources issues facing the tourism industry of the Northwest Territories. Briefly they are:

- There is a general lack of awareness about tourism among residents of the NWT.
- Many residents barely speak English.
- Other requisite skills required for participation in the industry are generally not available.
- Skill development at all levels of the industry is necessary.
- There is difficulty in implementing training programs.
- Non-NWT residents account for a significant portion of industry employment.

*Handwritten notes:* *! good*

Throughout the NWT there is a general lack of public awareness about tourism. <sup>in many instances the young ones</sup> residents in many cases do not know what is required to promote and develop tourism in their local area. <sup>local residents</sup> plans have been made to develop a Hospitality Training Manual equipped with audio visual aids etc. In undertaking this program, it is imperative that whoever is contracted to provide the training know the NWT and its people well. The need for the instructor to know the NWT and its people intimately is due to the many language and cultural differences that exist in the NWT.

*Handwritten notes:* *2* *in many instances the young ones* *local residents* *plans have been made to develop a Hospitality Training Manual equipped with audio visual aids etc.* *in undertaking this program, it is imperative that whoever is contracted to provide the training know the NWT and its people well.* *The need for the instructor to know the NWT and its people intimately is due to the many language and cultural differences that exist in the NWT.*

Many residents of the NWT barely speak English which provides a barrier to tourism development. Approximately 35% of NWT residents list a language other than English as their mother language.

*Handwritten notes:* *1* *While the marketable commodities such as world class natural and cultural commodities which are found along with scenic* *there is a lack of organization and packaging* *technical background and industry experience* *of the successful development, organization and packaging of the area*

There are many logistical and fiscal challenges in delivering training programs to service the tourism industry given

due to the <sup>current</sup> rapid nature of tourism in the north the experience and many of

Many of the ~~skills~~ <sup>skills</sup> required for participation in the industry are

often generally not ~~available~~ <sup>transferable</sup>. There is a need to develop skills at ~~all~~ <sup>all</sup> levels

from the local level such as guides up to management level skills in accommodation facilities. ~~There is difficulty~~ <sup>It is a logistical and fiscal challenge</sup> in

implementing training programs to service the tourism industry given the large geographic area involved and the ~~lack~~ <sup>shortage</sup> of training

facilities. <sup>Although</sup> There is only one community college in the NWT ~~but~~ <sup>it</sup> has been ~~opening~~ <sup>opening on a satellite campus system through a system of satellite campuses</sup>

*Government has the primary responsibility to establish a framework and standards for basic training which is needed to upgrade the skills of tourism business managers, their workers and officials of tourism associations*

The development and implementation of effective tourism training programs will be an important vehicle through which to improve the participation of NWT residents in the NWT tourism industry. This will be an on-going process with a longer term goal of greatly enhanced employment and income opportunities for NWT residents.

### 6.1 Training Programs

A Guide Development Program was initiated in 1984 with 18 participants taking the Level I course. Plans for 1987/88 and beyond would be for 40 to 50 graduates per year. Level I of the program is wilderness and fauna oriented while Level II of the program is geared toward big game hunting and guiding. Other types of guide outfitter training under consideration include advanced sport fishing, caribou and muskox hunting, ocean-based guides and community tour guide programs. The current Level I course is two to three weeks but may be expanded to include the whole summer as students have virtually no guiding experience.

See  
Command  
Performance  
Paper

## 6.2 Programs Under Consideration

A number of programs and employment development issues are being considered. ~~As yet no steps have been taken to implement these initiatives.~~

*see 6.1*

**Guide Development Training** - This program may be expanded to encompass other types of guide/outfitter training such as advanced sport fishing, caribou and muskox hunting, ocean-based guides and community tour guiding. In addition the Level I program may be expanded from 2 to 3 week to 2 months.

**Regional Training Program** - The Daffin and Keewatin will be developing historic parks. Historical and cultural interpreters will be required to offer interpretive programs for visitors. These guides will take visitors on guided hikes and explain the significance of various landscapes or artifacts.

Most Kitikmeot communities and several Inuvik Region communities have indicated that hotel skills and management training are a priority. This program could be developed by the GNWT or each Region could be allowed to develop a program according to their own needs.

**Hospitality and Public Awareness** - General tourism awareness training may be developed with the assistance of a Hospitality Training Manual. The Instructor for such a program would know the NWT and its people intimately because of many language and cultural differences.

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*Hospitality*  
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**Tourism Training and Manpower Needs Board** - Consideration

is being given to the establishment of a seven member Tourism Training and Manpower needs Board. The board would be authorized by the Travel and Tourism act. Their duties would include:

- . Make recommendations regarding the designation of specific tourist occupations as being suitable for the training and certification of person in such designated tourism occupations,
- . Make recommendations and review any recommendations made to it with respect to the training, examination and certification of persons in tourism occupations.
- . Perform such other duties as may be assigned with respect to any matter within the scope of the Act.