A Need Assessment Of Human Resource And Training Requirements For The Northwest Territories Tourism Industry

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A NEEDS ASSESSMENT OF HUMAN RESOURCE AND TRAINING REQUIREMENTS FOR THE NORTHWEST TERRITORIES' TOURISM INDUSTRY

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1.0 INTRODUCTION

The purpose of this document is to present a situational analysis of human resource and training requirements for the Northwest Territories Tourism Industry. An overview of the NWT's tourism industry has been prepared. This includes its historical development, structure and market impact. Projections as to the industry's future are also presented. It is within this context that an assessment of industry supply and demand for labour has been prepared identifying the need for training and human resource development programs in the NWT.

2.0 THE NORTHWEST TERRITORIES TOURISM INDUSTRY — AN OVERVIEW

Table 1 displays an estimate of annual person trip travel volume to and within the NWT. The definition of a person trip is anyone traveling a distance of 80 km from their principal residence for purposes of business or pleasure travel.

TABLE 1

Estimated Annual Resident and Non-Resident Travel Volume
To and In the NWT — 1986

Travel Market	Number of Person-Trips	%
NWT Resident Travel [1]	101,200	55.7%
Non-Resident Travel		
. Business Travel*	46,730	25.7%
. Pleasure and Related Travel[3]	33,688	18.6%
Total Travel Market	181,618	100.0%

1) Assumes NWT residents make an average 2.3 trips annually within the NWT.

2) Assumes that November to May non-resident business travel is equal to recorded June to September business travel of 23,336 trips to the NWT, 1986.

3) Assumes recorded June through September pleasure and related travel represents 85% of annual non-resident pleasure travel to the NWT, 1986.

Source: A Product Development Plan for the Northwest Territories' Tourism Industry.

The NWT's travel market, like southern provinces, is dominated by resident travel lers. However the NWT's tourism industry is less dependent upon resident travel than in the case of the south where resident travel accounts for almost 70% of the total number of tourist trips captured in most provinces. Further, in the case of the NWT's tourism industry, the value of non-resident travel expenditure to the NWT is considerably greater than resident travel expenditure. Non-resident travel accounts for 44. 3% of total tourism travel but it accounts for 61% of total tourism trip expenditure captured by the NWT's travel industry.

Strategically the NWT has focused its tourism development strategy on the non-resident pleasure travel market. Business travel and resident travel are largely influenced by the size of the NWT's population and economic performance. As a result, it is difficult to influence these travel markets through the adoption of a tourism development strategy. The non-resident pleasure travel market represents the best opportunity to develop an export industry that is not dependent on territorial income and expenditure.

It is currently estimated that the period June through September accounts for 85'% of NW T's non-resident pleasure travel market. However, in zones such as the Baffin, there has been greater success with the development of spring pleasure travel. In the Baffin's case it is estimated that the shoulder travel seasons account for 30% of annual pleasure travel.

Table 2 displays the most recent data available for non-resident pleasure travel to the NWT for the peak June to September travel period. At the present time the NWT is capturing an estimated 26,313 non-resident pleasure trips. The table also displays the distribution of those trips between the five travel zones and by type of travel product.

TABLE 2

Zone Pleasure Travel Products by Type of Trip Taken

(Estimate for 1986-87)

(Person Trips)

	Baffin		Keewatin		Fort Smith		Inuvik		Kitikmeot		Total NWT	
	#	%	#	%	#	%	#	%	#	%	#	%
Outdoor Adventure Travel												
. Fishing/ Hunting	200	12.3%	708	47.0%	4,000	22.2%	637	14.5%	200	33.3%	5,745	21.8%
. Adventure Travel	700	50.7%	45	3.0%	5,000	27.8%	50	1.1%	400	66.7%	6,195	23.5%
General Touring	900	37.0%	752	50.0%	9,000	50.0%	3,720	84.4%	0	0.0%	14,372	54.6%
Total	1,800	100.0%	1,505	100.0%	18,000	100.0%	4,407	100.0%	600	100.0%	26,313	100.0%

Sources: Baffin and Keewatin - Economic Development and Tourism, Regional Offices.
Western Arctic - Consultants Estimate, Western Arctic Tourism Development and Market Strategy (Draft) - Mac Laren Plansearch.
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Note: Baffin pleasure travel includes non-peak pleasure travel. The shoulders, especially Spring, account for 30% of the Baffin's annual pleasure travel visitation. Also in the case of Baffin these estimates are based on 1987 packaged pleasure travel.

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The NWT offers two broad travel products. These include the outdoor adventure travel market which is composed of consumptive products such as fishing and hunting and non-consumptive products such as canoeing, kayaking, wildlife viewing and photographic safaris. The general touring product includes camping, highway touring, historical, cultural and general interest trips. The Fort Smith Region captures most of the NWT's pleasure travel, accounting for 68.4% of all non-resident pleasure travel to the NWT. This is largely the result of Yellowknife being the major gateway to the NWT. The Zone is also accessible by both air and road and has two of the NWT's three national parks; Wood Buffalo and the Nahanni.

3.0 POTENTIAL FOR DEVELOPMENT

While a pleasure travel volume of 26,000 non-residents to the NWT is relatively insignificant in terms of the total Canadian pleasure travel market, it has a very significant impact on the economy of the NWT and employment opportunities for NWT residents. Both the length of stay and expenditure impact of travel to the NWT are significantly higher than in the case of southern Canadian destinations. The average per trip expenditure of non-resident travel captured by the NWT is $912.50 per trip. The value of non-resident pleasure travel to the NWT is $24 million annually.

Regarding the market potential for the NWT's tourism travel products, the following table indicates that the NWT is only capturing 17.2% of the market potential available from the North American market for tourism pleasure travel to the NWT.

TABLE 3

Estimated Pleasure Travel Trip Potential for NWT Tourism Products

	Existing Pleasure Travel Trips Captured	Estimated North American Market Potential			Current NWT Penetration Rate
		Canada	U.S.	Total	
Outdoor/ Adventure Travel					
• **Fishing/ Hunting**	5,745	5,620	22,480	28,000	20.4%
. **Non-Consumptive Adventure Products**	6,195	14,600	32,000	46,600	13.3%
General Touring	14,372	32,636	46,000	78,636	18.3%
Total	26,313	52,856	100,000	153,336	17.2%

The data presented in this table is based on recent travel surveys of both the Canadian and U. S. pleasure travel markets. These surveys identified that 153, 336 people in North America expressed interest in pleasure travel to the NWT. At present, the NWT is capturing onl y 17.2% of the potential market for travel to the NWT. In particular, non-consumptive adventure travel has significant potential for market growth. At present the NWT is capturing only 13. 3% of the North American travel market potential for this travel product.

The Government of the NWT has launched an aggressive marketing campaign with adventure travel as its underlying theme. Virtually all NWT travel products involve an element of adventure. It would not be an unreasonable goal for the NW T to doub le its current pleasure travel volume from 26,000 to 52,000 trips. By achieving that goal the NWT would still only be capturing 34% of the North American market potential that is currently available for travel to the NWT.

4.0 EMPLOYMENT IN THE NWT'S TOURISM INDUSTRY

It is difficult to determine the employment impact that tourism has on the NWT's economy. Tourism impacts on several sectors of the NWT's economy including transportation, accommodation, food and beverage, retail -wholesale, arts and crafts production and tourism travel services such as travel agents, guides and package tour operators. In addition, the NWT's tourism plant of accommodation, food and beverage, transportation and retail service serves al I tourists whether they are resident (NWT) or non-resident business and pleasure travelers. As indicated previously, the estimated total annual travel volume, both resident and non-resident, served by the NWT's travel industry is 181,618 trips per year.

For 1986 Statistics Canada's Labour Force Survey estimated that the NWT's accommodation, food and beverage sector employed 1,310 people. General ly, the accommodation, food and beverage sector accounts for 54% of total tourism industry employment.[1] As a result, the NWT's tourism industry would employ 2,426 people, making it one of the largest private sector employees in the NWT. At present Government is the single largest employer in the NWT, accounting for almost 40% of all employment.

Another measurement instrument to determine tourism employment in the NWT is tourism expenditure impact models developed by Tourism Canada. The total economic value of the NWT's tourism industry measured in tourism expenditure generated by both resident and non-resident travel is estimated to be $118.5 million annual ly. Based on Tourism Canada's TIM model where $1 million in tourism expenditure results in 21.62 person years of direct employment, the NWT's tourism industry would directly employ 2,583 people.

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1 Tourism Canada's Tourism Impact Model.

As a result given that these two measurement instruments have produced similar estimates of tourism employment, it would be reasonable to assume that the NWT's tourism industry employs 2,500 people.

Table 4 presents an estimate of tourism industry employment for the NWT by Zone and by tourism industry sector. It is largely based on data and information contained within the NWT's Product Development Strategy completed in 1987. Together the Big River and Northern Frontier zones account for almost 60% of total tourism industry employment.

Regarding the occupational composition of the NWT's employed labour force, only estimates can be provided for certain industry sectors as shown in Table 5. The occupations shown in Table 5 represent 60% of the total occupational employment in the NWT's tourist industry.

In reviewing these tables, it should be remembered that employment and occupation estimates have been made in person years of employment. Part time or temporary employment in the NWT is substantiality greater. Furthermore, these employment estimates apply to both resident and non-resident employment in the NWT's tourism industry. in the case of NWT's lodging industry it is currently estimated that one-half of employment is filled by non-resident NWT empioyees.

TABLE 4

ESTIMATE OF NWT TOURISM INDUSTRY EMPLOYMENT
1986-1987

Zone	Hotel/Motel Sector					Lodge/Tent Camp Sector				Outfitting Sector				Restaurant Sector	All Other Tourism Industry	Total	
			Employment			Employment				Employment							
	#	# of Rooms	Perm.	Temp.	Person Years	#	Perm.	Temp.	Person Years	#	Peru.	Temp.	Person Years	Employment in Person Years	Employment in Person Years	Employment In Person Years	%
Baffin	16	274	77	36	86	4	19	47	31	20	50	66	67	86	90	360	14.3
Keewatin	12	90	37	17	41	11	33	83	54	14	35	46	47	41	61	244	9.7
W. Arctic	14	250	77	36	86	5	15	37	24	9	10	28	17	86	71	284	11.3
Big River	16	392	116	55	130	13	33	52	46	17	20	53	33	130	113	452	18.0
N. Frontier	10	415	192	73	210	21	56	571	199	22	88	101	113	210	244	976	38.9
Arctic Coast	6	57	31	27	38	5	16	36	25	14	35	46	47	38	49	197	7.8
Total	74	1,478	530	244	591	591	172	826	379	96	238	340	324	591	628	2,513	100.0

1. Hotel, lodge and outfitting sector employment estimate derived from NWT Product Development Strategy, 1987.

2. Temporary employment is assumed to be 25% of one person year of permanent employment.

3. The NWT restaurant sector is assumed to employ the same person years of employment as the hotel /motel sector.

4. All other industry employment is assumed to be 25% of total industry employment. It includes the following kinds of businesses:

   . Retail / Crafts Sales

   . Transportation

   - Airlines/Charters
   - Taxis
   - Rentals
   - Buses

   . Travel Associations and Travel / Tour Companies

   . Other Employment not elsewhere classified.

TABLE 5

Employment by Occupation for
Selected NWT Tourism Industry Sectors

Hotels/Motels	%	Employment
Managers	29.7	175.5
Desk Clerks	16.2	95.8
Maids	48.7	287.8
Maintenance	5.4	31.9
Total Employment	100.0	591.0
Restaurants		
Managers	20.0	118.1
Assistant Managers	2.5	14.8
Chefs	5.0	29.6
Cooks	27.5	162.5
Kitchen Helpers	27.5	162.5
Waiter / Waitresses	15.0	88.7
Bus Person	2.5	14.8
Total Employment	100.0	591.0
Outfitters		
Sales /Administration	17.0	55.1
Guiding	31.0	100.4
Maintenance/ Support Services	52.0	168.5
Total Employment	100.0	324.0
TOTAL EMPLOYMENT	100.0	1,506.0

5.0 STRATEGIC DIRECTION FOR THE DEVELOPMENT OF THE NWT'S TOURISM INDUSTRY AND HUMAN RESOURCES

The NWT's best potential for the growth of its tourism industry lies with the summer non-resident pleasure travel market. While currently accounting for only 14.4% of all resident and non-resident travel served by the NWT's industry it offers the best potential for market development. As indicated previously, the NWT is capturing only 17.2% of the North American market potential for the NWT's pleasure travel products.

Strategically it is towards this market that the NWT should be priorizing development of its human resource and training programs. Within the NWT's existing tourism industry labour force of 2,500 people, it is estimated that 562 person years of employment are required to serve the current level (1986) of non-resident pleasure travel to the NWT. While training is required at all levels of the NWT's industry, it is this core group of employment, which represents 22.5% of total tourism industry employment, that will be critical to the NWT's goal of increasing its market penetration in non-resident travel markets. Further it represents the single largest area of employment opportunity. With a goal of doubling the NWT's present pleasure travel market penetration a further 562 new employees will be required over the next five years.

The following section examines the demand for specific occupational training and human resource development programs.

6.0 TOURISM TRAINING AND HUMAN RESOURCE PROGRAM DEVELOPMENT

More than any other factor the ability of the NWT to "deliver" its tourism product represents the single largest constraint to further growth of the NWT's tourism industry. Human resources are a critical component in delivering the NWT's tourism products. Training is virtually required at all levels of the NWT's industry starting with community awareness training in terms of who tourists are and what benefits they can bring to the community, hospitality training, to guide and interpretive training and to entrepreneur rial training such as package tour development, outfitting, accommodation and food and beverage services.

In a recent territorial-wide survey of tourism industry operators human resource development programs were identified by operators as a priority area for government to respond to. Specifically y three broad areas for human resource development were identified:

- Training and Staff Development
- Availability of Local Labour
- Tourism Industry Awareness

Many NWT tourism operators feel that training and staff development is the greatest single constraint to future growth of the NWT's tourism industry. Training also impacts significantly on the effective participation by NWT residents in the industry • There is a high rate of non-NWT resident participation. Many NWT residents do not even speak English which can be a major impediment to participation in an industry that is being marketed to southern travel markets.

[n summary, there are a number of human resources issues facing the tourism industry of the Northwest Territories.

- Tourism is a young industry in the NWT and many communities have had only limited experience with visitors in many instances.

- There is a general lack of awareness about tourism among residents of the NWT.
- 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 funding and implementing training programs.
- Non-NWT residents account for a significant portion of industry employment.

Throughout the NWT there is a general lack of public awareness about tourism. In many regions it was the tourism planning process which first delivered the concepts of hospitality, service and organization to communities as recently as the 19801s. Local residents in many cases are unsure of exactly what is required to promote and develop tourism in their local area. While marketable world class natural and cultural commodities are abundant there is a lack of industry experience and technical background integral to successful development, organization and packaging of the product.

Many of the skills required for participation in the industry are often not available. There is a need to develop skills at all levels, from guiding to management. There are many logistical and fiscal challenges in delivering training programs to service the tourism industry given the large geographic area and cultural diversity. Although there is only one community college, Arctic College, in the NWT, it is expanding through a series of satellite campuses.

Government has the primary responsibility to establish a framework and standards for basic training needed to upgrade the skills of tourism business managers, their employees and officials of tourism associations. While much has been accomplished to date it is anticipated that the recently established Tourism Training and Manpower Needs Board will further define training requirements and recommend standards within the industry. The NWT has yet to establish a full-fledged tourism hospitality and training institute such as in the case of southern provinces.

The development and implementation of effective tourism training programs will be an important vehicle through which to improve the participation rate of NWT residents in the NWT tourism industry. This will be an ongoing process with a long term goal of greatly enhanced employment and income opport uni ties for NW T residents.

The following tourism and human resource development program initiatives are required in order to realize strategic goals for the development of the NWT's tourism industry and to ensure that NWT residents fully participate in the resulting economic benefits:

GUIDE TRAINING AND DEVELOPMENT

Guide Training is the most important training initiative for the NWT. As indicated previously the North American adventure travel market represents the best market opportunity to capture pleasure travel to the NWT. In order to deliver adventure travel products guiding and outfitting is normally required for both consumptive and non-consumptive travel products. Particularly in the case of package tours guiding is almost always required.

It is really through a trained and experienced guide that tourists can “experience” NWT adventure travel products providing a critical linkage between the attraction and the tourist. Aside from providing equipment, ensuring the safety and comfort of tourists, and guiding a tour group, the guide can really enrich the whole pleasure travel experience with historical/cultural interpretation and stories about the area's legends and folk lore. A good guide makes a trip both interesting and entertaining.

As shown in the following table, the demand for guide training has been strong since its introduction in 1984. A total of 168 people have graduated from Level I or introductory guide training. A further 42 have gone on to more advanced Level 2 training in either big game hunting or sportfishing courses. Further growth in 1987 was limited by available funding.

TABLE 6

Course Graduates for Levels 1 and 2 Guide Training in the NWT

Year	Level 1	Level 2 Big Game	Level 2 Sportfishing	Total
1984	18			18
1985	26	7		33
1986	63	12		75
1987	61	14	9	84
	168	33	9	210

The demand for guide training has been a direct result of the growth of packaged tours and northern outfitting enterprises. Since 1978 there has been a 405% increase in the number of outfitters operating in the NWT, from 19 in 1978 to 97 in 1988. This has been particularly the case with the Eastern Arctic as shown in the following table.

TABLE 7

Growth in NWT Outfitting
1978 to 1988

	Number of Outfitting Establishments		Number of Guide Course Training Graduates
	1978	1988	1984-87
Eastern Arctic	8	34	116
Northern Frontier	8	22	32
Western Arctic	3	9	34
Arctic Coast	0	14	28

As shown in Table 7 the growth in the demand for guide training has been strongest in the Eastern Arctic. This has largely been the result of growth in outfitting and package tour products in the Baffin and Keewatin. Both zones have also experienced a 100% increase in the number of pleasure travel trips over the period 1982 to 1987.

The following table has been prepared by Tourism and Parks Baffin Regional Tourism Office. It forecasts the projected demand for guide training over the next five years:

TABLE 8

Projected Guide Training Demand
Baffin Region

Course Type	1988/ 1989	1989/ 1990	1990/ 1991	1991/ 1992	1992/ 1993	Total
Level I	35	35	35	35	35	175
Level II - Big Game	35	*	*	*	*	35
Level II - Field Cook	10	35	35			80
Level II - Sportsfishing	35					35
Level II - Interp / Natr.	10	35	35	35	35	150
Level II - Alpine Exped.		10	35	35		80
Level II - Interp / Genl.			10	35	35	80
Sub Total	125	115	150	140	105	555
Outfitting	20	35	35			90
TOTAL	135	115	150	140	105	720

* Depending on additional quotas.
Source: Tourism and Parks, Baffin Region.

Historically, the Baffin has led the way for the demand for graduates. Over the period 1984 to 1987, the Baffin accounted for 35. 8% of all Level 1 and Level 2 course graduates. As a result, based on the Baffin's experience, the projected territorial demand for guide training over the next five years could be very substantial.

At the present time there are only 9 courses available for guide training (6 Level 1 and 3 Level 2 courses). At an average class load of 12, the total course capacity annually is only 108 persons. The course capacity should be doubled almost immediately to keep pace with demand. It is proposed for 1988 that a total of 19 courses be offered in the following locations:

Location	Course Type
Eastern Arctic	
. Baffin	1 Level 1 2 Level 2
. Keewatin	2 Level 1 2 Level 2
Northern Frontier	5 Level 1 1 Level 2
Western Arctic	2 Level 1 1 Level 2
Arctic Coast	1 Level 1 2 Level 2

The estimated cost for each course is $40,000 or $760,000 for all 19 courses.

PACKAGE TOUR AND TOUR COMPANY DEVELOPMENT TRAINING PROGRAMS

Again, as in the case of guide training, the development of packaged tours or the development of tour companies will be critical if the NWT is to effectively capture new market penetration in the North American outdoor adventure market. The development of training and entrepreneurial development in this area will complement guide training programs.

Only within the last year have initiatives been taken in providing training for existing operators and zone travel organizations in regard to packaged tour products. In 1987 seminars were held in the Baffin Zone. These seminars can be excellent catalysts for identifying new package tour products or for reviewing the impact of existing ones.

A territorial-wide program should be developed and delivered in each of the zones. [n some cases, Zone Travel Associations may want to examine the feasibility of developing their own tour companies to market and coordinate packaged tour products.

While there is currently no occupational data available for employment in the NWT's tour company sector, it is estimated that 7% or 176 people are currently employed directly by existing tour companies and tourism related organizations.

The estimated cost for development and delivery of a territorial-wide package tour development program is estimated to cost $240,000 which includes $60,000 for development of the core curriculum and $180,000 for delivery of the program in each of the six years.

TOURISM AWARENESS PROGRAMS

There is a widespread need throughout the NWT for tourism awareness training at the community level. Without fail whenever the subject of tourism arises, either through a conference or through community economic meetings, a community representative will pose the question as to how a community can get involved in the industry.

The development of a tourism awareness train ing course would address that very basic question. It would demonstrate the value of tourism to the NWT's economy and its potential impact at the community level. It would describe who tourists are, their expectations and where they come from. It would describe how communities can participate in the development process all the way from community walking tours, community hosts, the value of NWT culture in enhancing the tourism experience; to tourists' needs in terms of accommodation, food and beverage. For communities that may be alarmed by growing levels of visitation, the course should describe that in most cases it will be tour packages consisting of less than 30 people per tour. Lastly, it should describe employment and income benefits for community and area residents such as opportunities for guiding, outfitting and the provision of accommodation services.

HOSPITALITY TRAINING PROGRAMS

This program area principally applies to waiter/waitress training in the NWT. In many communities, there is an, overall lack of local skilled persons to work in the hospitality industry.

A territorial-wide Hospitality Training Program should be developed and implemented. The estimated program cost would be $150,000. Business would be encouraged to participate in the program.

The NWT is aiso currently considering the implementation of a Good Host Program for the NWT tourism industry. Businesses that have employees who have participated in hospitality training programs would receive a certificate indicating that they had completed the program. Such programs are necessary to establish a system of standards and ratings for the NWT tourism industry.

TOURISM INDUSTRY LABOUR MARKET INFORMATION SYSTEM

This last program concerns the development of a labour market information system for the NWT's tourism industry. In order to successfully implement and evaluate human resource development programs, more accurate data regarding both the demand and supply of tourism industry labour is required. Such a system would be based, among other things, on industry surveys and a human resource inventory to be implemented throughout the NWT.

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NWT Tourism Products

	Existing Pleasure Travel Trips Captured	Estimated North American Market Potential			Current NWT Penetration Rate
		Canada	U.S.	Total	
Outdoor /Adventure Travel					
, Fishing/ Hunting	5,745	5,620	22,480	28,000	20. 4%
. Non-Consumptive Adventure Products	6,195	14,600	32,000	46,600	13.3%
General Touring	14,372	32,636	46,000	78,636	18. 3%
Total	26,313	52,856	100,000	153,336	17.2%

The data presented in this table is based on recent travel surveys of both the Canadian and U. S. pleasure travel markets. These surveys identified that 153,336 people in North America expressed interest in pleasure travel to the NWT. At present, the NWT is capturing onl y 17.2% of the potential market for travel to the NWT. In particular, non-consumptive adventure travel has significant potential for market growth. At present the NWT is capturing only 13. 3% of the North American travel market potential for this travel product.

The Government of the NWT has launched an aggressive marketing campaign with adventure travel as its underlying theme. Virtually all NWT travel products involve an element of adventure. It would not be an unreasonable goal for the NWT to double its current pleasure travel volume from 26,000 to 52,000 trips. By achieving that goal the NWT would- still only be capturing 34% of the North American market potential that is currently available for travel to the NWT.

4.0 EMPLOYMENT IN THE NWT'S TOURISM INDUSTRY

It is difficult to determine the employment impact that tourism has on the NWT's economy. Tourism impacts on several sectors of the NWT's economy including transportation, accommodation, food and beverage, retail-wholesale, arts and crafts production and tourism travel services such as travel agents, guides and package tour operators. In addition, the NWT's tourism plant of accommodation, food and beverage, transportation and retail service serves all tourists whether they are resident (NWT) or non-resident business and pleasure travel lers. As indicated previously, the estimated total annual travel volume, both resident and non-resident, served by the NWT's travel industry is 181,618 trips per year.

For 1986 Statistics Canada's Labour Force Survey estimated that the NWT's accommodation, food and beverage sector employed 1,310 people. Generally, the accommodation, food and beverage sector accounts for 54% of total tourism industry employment.[1] As a result, the NWT's tourism industry would employ 2,426 people, making it one of the largest private sector employees in the NWT. At present Government is the single largest employer in the NWT, accounting for almost 40% of al l employment.

Another measurement instrument to determine tourism employment in the NWT is tourism expenditure impact models developed by Tourism Canada. The total economic value of the NWT's tourism industry measured in tourism expenditure generated by both resident and non-resident travel is estimated to be $118.5 million annually. Based on Tourism Canada's TIM model where $1 million in tourism expenditure results in 21.62 person years of direct employment, the NWT's tourism industry would directly employ 2,583 people.

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1 Tourism Canada's Tourism Impact Model.

As a result given that these two measurement instruments have produced similar estimates of tourism employment, it would be reasonable to assume that the NWT's tourism industry employs 2,500 people.

Table 4 presents an estimate of tourism industry employment for the NWT by Zone and by tourism industry sector. It is largely based on data and information contained within the NWT's Product Development Strategy completed in 1987. Together the Big River and Northern Frontier zones account for almost 60% of total tourism industry employment.

Regarding the occupational composition of the NWT's employed labour force, only estimates can be provided for certain industry sectors as shown in Table 5. The occupations shown in Table 5 represent 60% of the total occupational employment in the NWT's tourist industry.

In reviewing these tables, it should be remembered that employment and occupation estimates have been made in person years of employment, Part time or temporary employment in the NWT is substantially greater. Furthermore, these employment estimates apply to both resident and non-resident employment in the NWT's tourism industry. In the case of NWT's lodging industry it is currently estimated that one-half of employment is filled by non-resident NWT employees.

TABLE 4

ESTIMATE OF NWT TOURISM INDUSTRY EMPLOYMENT
1986-1987

Zone	Notel/Motel Sector					Lodge/Tent Camp Sector				Outfitting Sector				Restaurant Sector	All Other Tourism Industry	Total	
			Employment				Employment				Employment						
	#	# of Rooms	Perm.	Temp.	Person Years	#	Perm.	Temp.	Person Years	#	Perm.	Temp.	Person Years	Employment in Person Years	Employment in Person Years	Employment in Person Years	%
Baffin	16	274	77	36	86	4	19	47	31	20	50	66	67	86	90	360	14.3
Keewatin	12	90	37	17	41	11	33	83	54	14	35	46	47	41	61	244	9.7
W. Arctic	14	250	77	36	86	5	15	37	24	9	10	28	17	86	71	284	11.3
Big River	16	392	116	55	130	13	33	52	46	17	20	53	33	130	113	452	18.0
N. Frontier	1	415	192	73	210	21	56	571	199	22	88	101	113	210	244	976	38.9
Arctic Coast	6	57	31	27	38	5	16	36	25	14	35	46	47	38	49	197	7.8
Total	74	1,478	530	244	591	591	172	826	379	96	238	340	324	591	628	2.513	100.0

1. Hotel, lodge and outfitting sector employment estimate derived from NWT Product Development Strategy, 1987.

2. Temporary employment is assumed to be 25% of one person year of permanent employment.

3. The NWT restaurant sector is assumed to employ the same person years of employment as the hotel/ motel sector.

4. All other industry employment is assumed to be 25% of total industry employment. It includes the following kinds of businesses:

   . Retail/ Crafts Sales

   . Transportation

     - Airlines/Charters
     - Taxis
     - Rentals
     - Buses

   . Travel Associations and Travel /Tour Companies

   . Other Employment not elsewhere classified.

TABLE 5

Employment by Occupation for
Selected NWT Tourism Industry Sectors

Hotels/Motels	%	Employment
Managers	29.7	175.5
Desk Clerks	16.2	95.8
Maids	48.7	287.8
Maintenance	5.4	31.9
Total Employment	100.0	591.0
Restaurants		
Managers	20.0	118.1
Assistant Managers	2.5	14.8
Chefs	5.0	29.6
Cooks	27.5	162.5
Kitchen Helpers	27.5	162.5
Waiter/ Waitresses	15.0	88.7
Bus Person	2.5	14.8
Total Employment	100.0	591.0
Outfitters		
Sales/Administration	17.0	55.1
Guiding	31.0	100.4
Maintenance/ Support Services	52.0	168.5
Total Employment	100.0	324.0
TOTAL EMPLOYMENT	100.0	1,506.0

5.0 STRATEGIC DIRECTION FOR THE DEVELOPMENT OF THE NWT'S TOURISM INDUSTRY AND HUMAN RESOURCES

The NWT's best potential for the growth of its tourism industry lies with the summer non-resident pleasure travel market. While currently accounting for only 14.4% of all resident and non-resident travel served by the NWT's industry it offers the best potential for market development. As indicated previously, the NWT is capturing only 17.2% of the North American market potential for the NWT's pleasure travel products.

Strategically it is towards this market that the NWT should be priorizing development of its human resource and training programs. Within the NWT's existing tourism industry labour force of 2,500 people, it is estimated that 562 person years of employment are required to serve the current level (1986) of non-resident pleasure travel to the NWT. While training is required at all levels of the NWT's industry, it is this core group of employment, which represents 22.5% of total tourism industry employment, that will be critical to the NWT's goal of increasing its market penetration in non-resident travel markets. Further it represents the single largest area of employment opportunity. With a goal of doubling the NWT's present pleasure travel market penetration a further 562 new employees will be required over the next five years.

The following section examines the demand for specific occupational training and human resource development programs.

6.0 TOURISM TRAINING AND HUMAN RESOURCE PROGRAM DEVELOPMENT

More than any other factor the ability of the NWT to "deliver" its tourism product represents the single largest constraint to further growth of the NWT's tourism industry. Human resources are a critical component in delivering the NWT's tourism products. Training is virtually required at all levels of the NWT's industry starting with community awareness training in terms of who tourists are and what benefits they can bring to the community, hospitality training, to guide and interpretive training and to entrepreneurial training such as package tour development, outfitting, accommodation and food and beverage services.

In a recent territorial-wide survey of tourism industry operators human resource development programs were identified by operators as a priority area for government to respond to. Specifically y three broad areas for human resource development were identified:

- Training and Staff Development
- Availability of Local Labour
- Tourism Industry Awareness

Many NWT tourism operators feel that training and staff development is the greatest single constraint to future growth of the NWT's tourism industry. Training also impacts significantly on the effective participation by NWT residents in the industry. There is a high rate of non-NWT resident participation. Many NWT residents do not even speak English which can be a major impediment to participation in an industry that is being marketed to southern travel markets.

In summary, there are a number of human resources issues facing the tourism industry of the Northwest Territories.

- Tourism is a young industry in the NWT and many communities have had only limited experience with visitors in many instances.

- There is a general lack of awareness about tourism among residents of the NWT.
- 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 funding and implementing training programs.
- Non-NWT residents account for a significant portion of industry employment.

Throughout the NWT there is a general lack of public awareness about tourism. In many regions it was the tourism planning process which first delivered the concepts of hospitality, service and organization to communities as recently as the 1980's. Local residents in many cases are unsure of exactly what is required to promote and develop tourism in their local area. While marketable world class natural and cultural commodities are abundant there is a lack of industry experience and technical background integral to successful development, organization and packaging of the product.

Many of the skills required for participation in the industry are often not available. There is a need to develop skills at all levels, from guiding to management. There are many logistical and fiscal challenges in delivering training programs to service the tourism industry given the large geographic area and cultural diversity. Although there is only one community college, Arctic College, in the NWT, it is expanding through a series of satellite campuses.

Government has the primary responsibility to establish a framework and standards for basic training needed to upgrade the skil ls of tourism business managers, their employees and officials of tourism associations. While much has been accomplished to date it is anticipated that the recently established Tourism Training and Manpower Needs Board will further define training requirements and recommend standards within the industry. The NWT has yet to establish a full-fledged tourism hospitality and training institute such as in the case of southern provinces.

The development and implementation of effective tourism training programs will be an important vehicle through which to improve the participation rate of NWT residents in the NWT tourism industry. This wiii be an ongoing process with a iong term goai of greati y enhanced emplo y ment and income opportunities for NW T residents.

The following tourism and human resource development program initiatives are required in order to reaiize strategic goals for the development of the NWT's tourism industry and to ensure that NWT residents fully participate in the resulting economic benefits:

GUIDE TRAINING AND DEVELOPMENT

Guide Training is the most important training initiative for the NWT. As indicated previously the North American adventure travel market represents the best market opportunity to capture pleasure travel to the NWT. in order to deiiver adventure travel products guiding and outfitting is normally required for both consumptive and non-consumptive travel products. Particularity in the case of package tours guiding is almost always required.

it is really through a trained and experienced guide that tourists can "experience" NWT adventure travel products providing a critical linkage between the attraction and the tourist. Aside from providing equipment, ensuring the safety and comfort of tourists, and guiding a tour group, the guide can really enrich the whole pleasure travel experience with historical/cultural interpretation and stories about the area's legends and folklore. A good guide makes a trip both interesting and entertaining.

As shown in the following table, the demand for guide training has been strong since its introduction in 1984. A total of 168 people have graduated from Level I or introductory guide training. A further 42 have gone on to more advanced Level 2 training in either big game hunting or sportfish ing courses. Further growth in 1987 was limited by available funding.

TABLE 6

Course Graduates for Levels 1 and 2 Guide Training in the NWT

Year	Level 1	Level 2 Big Game	Level 2 Sportfishing	Total
1984	18			18
1985	26	7		33
1986	63	12		75
1987	61	14	9	84
	168	33	9	210

The demand for guide training has been a direct result of the growth of packaged tours and northern outfitting enterprises. Since 1978 there has been a 405% increase in the number of outfitters operating in the NWT, from 19 in 1978 to 97 in 1988. This has been particularly the case with the Eastern Arctic as shown in the following table.

TABLE 7

Growth in **NWT Outfitting**
1978 to 1988

	Number of Outfitting Establishments 1978	Number of Outfitting Establishments 1988	Number of Guide Course Training Graduates 1984-87
Eastern Arctic	8	34	116
Northern Frontier	8	22	32
Western Arctic	3	9	34
Arctic Coast	0	14	28

As shown in Table 7 the growth in the demand for guide training **has been strongest in the Eastern Arctic. This has largely been the result of growth in outfitting and package tour products in the Baffin and Keewatin. Both zones have also experienced a 100% increase in the number of pleasure travel trips over the period** 1982 to 1987.

The following table has been prepared by Tourism and Parks Baffin Regional Tourism Office. It forecasts the projected demand for **guide training over the next five years:**

TABLE 8

Projected Guide Training Demand
Baffin Region

Course Type	1988/ 1989	1989/ 1990	1990/ 1991	1991/ 1992	1992/ 1993	Total
Level I	35	35	35	35	35	175
Level I I - Big Game	35	*	*	*	*	35
Level I I - Field Cook	10	35	35			80
Level II - Sportsfishing	35	-	-			35
Level 11 - Interp / Natr.	10	35	35	35	35	150
Level I I - Alpine Exped.		10	35	35		80
Level II - Interp/ Genl.			10	35	35	80
Sub Total	125	115	150	140	105	555
Outfitting	20	35	35			90
TOTAL	135	115	150	140	105	720

* Depending on additional quotas.

Source: Tourism and Parks, Baffin Region.

Historically, the Baffin has led the way for the demand for graduates. Over the period 1984 to 1987, the Baffin accounted for 35.8% of all Level 1 and Level 2 course graduates. As a result, based on the Baffin's experience, the projected territorial demand for guide training over the next five years could be very substantial.

At the present time there are only 9 courses available for guide training (6 Level 1 and 3 Level 2 courses). At an average class load of 12, the total course capacity annually is only 108 persons. The course capacity should be doubled almost immediately to keep pace with demand. It is proposed for 1988 that a total of 19 courses be offered in the following locations:

Location	Course Type
Eastern Arctic	
. Baffin	1 Level 1 2 Level 2
. Keewatin	2 Level 1 2 Level 2
Northern Frontier	5 Level 1 1 Level 2
Western Arctic	2 Level 1 1 Level 2
Arctic Coast	1 Level 1 2 Level 2

The estimated cost for each course is $40,000 or $760,000 for all 19 courses.

PACKAGE TOUR AND TOUR COMPANY DEVELOPMENT TRAINING PROGRAMS

Again, as in the case of guide training, the development of packaged tours or the development of tour companies will be critical if the NWT is to effectively capture new market penetration in the North American outdoor adventure market. The development of training and entrepreneurial development in this area will complement guide training programs.

Only within the last year have initiatives been taken in providing training for existing operators and zone travel organizations in regard to packaged tour products. In 1987 seminars were held in the Baffin Zone. These seminars can be excellent catalysts for identifying new package tour products or for reviewing the impact of existing ones.

A territorial-wide program should be developed and delivered in each of the zones. In some cases, Zone Travel Associations may want to examine the feasibility of developing their own tour companies to market and coordinate packaged tour products.

While there is currently no occupational data available for employment in the NWT's tour company sector, it is estimated that 7% or 176 people are currently employed directly by existing tour companies and tourism related organizations.

The estimated cost for development and delivery of a territorial-wide package tour development program is estimated to cost $240,000 which includes $60,000 for development of the core curriculum and $180,000 for delivery of the program in each of the six years.

TOURISM AWARENESS PROGRAMS

There is a widespread need throughout the NWT for tourism awareness training at the community level. Without fail whenever the subject of tourism arises, either through a conference or through community economic meetings, a community representative will pose the question as to how a community can get involved in the industry.

The development of a tourism awareness training course would address that very basic question. It would demonstrate the value of tourism to the NWT's economy and its potential impact at the community level. it would describe who tourists are, their expectations and where they come from. It would describe how communities can participate in the development process all the way from community walking tours, community hosts, the value of NWT culture in enhancing the tourism experience; to tourists' needs in terms of accommodation, food and beverage. For communities that may be aiarmed by growing levels of visitation, the course should describe that in most cases it wii I be tour packages consisting of iess than 30 peopie per tour. Lastly, it should describe employment and income benefits for community and area residents such as opportunities for guiding, outfitting and the provision of accommodation services.

HOSPITALITY TRAINING PROGRAMS

This program area principally applies to waiter/waitress training in the NWT. In many communities, there is an overall lack of local skil ied persons to work in the hospitality industry.

A territorial-wide Hospitality Training Program should be developed and implemented. The estimated program cost would be $150,000. Business would be encouraged to participate in the program.

The NWT is also currently considering the implementation of a Good Host Program for the NWT tourism industry. Businesses that have employees who have participated in hospitality training programs would receive a certificate indicating that they had completed the program. Such programs are necessary to establish a system of standards and rat in gs for the NW T tourism industry.

TOURISM INDUSTRY LABOUR MARKET INFORMATION SYSTEM

This last program concerns the development of a labour market information system for the NW T's tourism industry. In order to successfully implement and evaluate human resource development programs, more accurate data regarding both the demand and supply of tourism industry labour is required. Such a system would be based, among other things, on industry surveys and a human resource inventory to be implemented throughout the NWT.